

3-13-2003

## Meeting Notes 2003-03-13 [Part C]

Joint Policy Advisory Committee on Transportation

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JOINT RESOLUTION OF THE  
METRO COUNCIL  
AND OREGON STATE HIGHWAY ENGINEER

FOR THE PURPOSE OF CERTIFYING THAT	)	RESOLUTION NO. 03-3289
THE PORTLAND METROPOLITAN AREA IS IN	)	
COMPLIANCE WITH FEDERAL	)	Introduced by Councilor Rod Park
TRANSPORTATION PLANNING	)	
REQUIREMENTS	)	

WHEREAS, Substantial federal funding from the Federal Transit Administration and Federal Highway Administration is available to the Portland metropolitan area; and

WHEREAS, The Federal Transit Administration and Federal Highway Administration require that the planning process for the use of these funds complies with certain requirements as a prerequisite for receipt of such funds; and

WHEREAS, Satisfaction of the various requirements is documented in Exhibit A; now, therefore,

BE IT RESOLVED, that the transportation planning process for the Portland metropolitan area (Oregon portion) is in compliance with federal requirements as defined in Title 23 Code of Federal Regulations, Part 450, and Title 49 Code of Federal Regulations, Part 613.

ADOPTED by the Metro Council this \_\_\_\_\_ day of \_\_\_\_\_ 2003.

\_\_\_\_\_  
David Bragdon, Council President

Approved as to form:

\_\_\_\_\_  
Daniel B. Cooper, Metro Attorney

APPROVED by the Oregon Department of Transportation State Highway Engineer this \_\_\_\_\_  
day of \_\_\_\_\_ 2003.

\_\_\_\_\_  
State Highway Engineer

## **Metro Self-Certification**

### **1. Metropolitan Planning Organization (MPO) Designation**

Metro is the MPO designated by the Governor for the urbanized areas of Clackamas, Multnomah and Washington Counties.

Metro is a regional government with six directly elected district councilors and a regionally elected Council President. Local elected officials are directly involved in the transportation planning/decision process through the Joint Policy Advisory Committee on Transportation (JPACT) (see membership roster). JPACT provides the “forum for cooperative decision-making by principal elected officials of general purpose governments” as required by USDOT and takes action on the Regional Transportation Plan (RTP), the Metropolitan Transportation Improvement Program (MTIP) and the Unified Work Program (UWP). The Metro Policy Advisory Committee (MPAC) deals with non-transportation-related matters with the exception of adoption and amendment to the Regional Transportation Plan (RTP). Specific roles and responsibilities of the committees are described on page 2.

### **2. Geographic Scope**

Transportation planning in the Metro region includes the entire area within the Federal-Aid Urban Boundary.

*2001 Review Corrective Action: 4.A.1 Metro should clarify their existing metropolitan planning area boundary and provide a map. The map should clearly show any differences between:*

- 1) the overall Metro boundary,*
- 2) the air quality maintenance area boundary,*
- 3) the urban growth boundary,*
- 4) the federal urbanized area and small-urban boundaries and,*
- 5) the MPO planning area boundary.*

*The use of PL and Metro STP funds must be consistent with the official metropolitan area planning area, urbanized area and small-urban boundaries.*

*Response:* A map is being provided which includes: 1) the overall Metro boundary, 2) the air quality maintenance area boundary, 3) the urban growth boundary, 4) the federal urbanized area and small-urban area boundary and 5) the MPO planning area boundary.

*2001 Review Recommendation: 4.A.2 If the City of Wilsonville is not currently included in the Portland metropolitan planning area boundary, it is recommended that the MAPB be expanded to include the City.*

*Response:* The map has been expanded to include Wilsonville.

### **3. Agreements**

- a. A basic memorandum of agreement between Metro and the Regional Transportation Council (Southwest Washington RTC) delineates areas of responsibility and coordination. A revised document was executed February 2003.

- b. An agreement between TriMet and Metro implementing the Intermodal Surface Transportation Efficiency Act (ISTEA) of 1991. Executed May 2001.
- c. An agreement between the Oregon Department of Transportation (ODOT) and Metro implementing the ISTEA of 1991. Executed May 2001.
- d. Yearly agreements are executed between Metro and ODOT defining the terms and use of FHWA planning funds.
- e. Bi-State Resolution – Metro and RTC jointly adopted a resolution establishing a Bi-State Policy Advisory Committee.
- f. An agreement between Metro and the Department of Environmental Quality (DEQ) describing each agency's responsibilities and roles for air quality planning. Executed May 2001.

#### 4. Responsibilities, Cooperation and Coordination

Metro uses a decision-making structure, which provides state, regional and local governments the opportunity to participate in the transportation and land use decisions of the organization. The two key committees are JPACT and MPAC. These committees receive recommendations from the Transportation Policy Alternatives Committee (TPAC) and the Metro Technical Advisory Committee (MTAC).

#### **JPACT**

This committee is comprised of three Metro Councilors; nine local elected officials including two from Clark County, Washington, and appointed officials from ODOT, TriMet, the Port of Portland and DEQ. All transportation-related actions (including federal MPO actions) are recommended by JPACT to the Metro Council. The Metro Council can approve the recommendations or refer them back to JPACT with a specific concern for reconsideration. Final approval of each item, therefore, requires the concurrence of both bodies.

#### **Bi-State Coordination Committee**

Based on a recommendation from the I-5 Partnership Governors Task Force the Bi-State Transportation Committee became the Bi-State Coordination Committee in early 2003. This joint committee will advise the region, state and local jurisdictions on transportation and land use issues of bi state significance. The intergovernmental agreement between RTC and Metro states that JPACT and the RTC Board "shall take no action on an issue of bi-state significance without first referring the issue to the Bi-State Coordination Committee for their consideration and recommendation."

#### **MPAC**

This committee was established by the Metro Charter to provide a vehicle for local government involvement in Metro's planning activities. It includes eleven local elected officials, three appointed officials representing special districts, TriMet, a representative of school districts, three citizens, two non-voting Metro Councilors, two Clark County, Washington representatives and a non-voting appointed official from the State of Oregon. Under the Metro Charter, this committee has responsibility for recommending to the Metro Council adoption of or amendment to any element of the Charter-required RTP.

The Regional Framework Plan was adopted on December 11, 1997, and addresses the following topics:

- Transportation
- Land use (including the Metro Urban Growth Boundary and urban reserves)
- Open space and parks
- Water supply and watershed management
- Natural hazards
- Coordination with Clark County, Washington
- Management and implementation

In accordance with this requirement, the transportation plan developed to meet Transportation Efficiency Act of the 21<sup>st</sup> Century (TEA-21) Rule 12 and Charter requirements will require a recommendation from both MPAC and JPACT. This will ensure proper integration of transportation with land use and environmental concerns.

5. Metropolitan Transportation Planning Products

a. Unified Work Program (UWP)

JPACT, the Metro Council and the Southwest Washington RTC adopt the UWP annually. It fully describes work projects planned for the Transportation Department during the fiscal year and is the basis for grant and funding applications. The UWP also includes federally funded major projects being planned by member jurisdictions.

*2001 Review Recommendation: 7.A.1 It is recommended that Metro and ODOT continue the work under way to insure that:*

- 1) *funds programmed for planning activities in the MTIP/STIP are clearly identified in and coordinated with the UPWP,*
- 2) *all parties understand that Metro remains responsible for coordinating all federally-funded planning activities included in the UPWP, and*
- 3) *a clear distinction is made in the UPWP between funded activities and proposed activities (e.g., pending TSCP application, TGM applications, etc.).*

*Response:* Efforts continue to provide information in the UWP as indicated in the review recommendation. Metro is coordinating with the jurisdictions to clarify the understanding of what is a “planning project” and to make sure all MTIP/STIP planning projects are included in the UWP. We are working to more clearly identify unfunded or pending projects.

*2001 Review Recommendation: 7.A.2 Federal-funded reports, that are not approved by FHWA and FTA, and prepared as a part of the UPWP, should include a statement that indicates that the views expressed and conclusions drawn do not reflect the views of the USDOT.*

*Response:* Metro includes the federal disclaimer in its documents.

b. Regional Transportation Plan (RTP)

The 2000 RTP was adopted in August 2000, culminating a two-phase, five-year effort to reorient the plan to Metro’s 2040 Growth Concept. The updated plan contains a new emphasis on implementing key aspects of the 2040 land use plan with strategic transportation infrastructure

improvements and programs. The plan is fully organized around these land use goals, with modal systems for motor vehicles, transit, freight, bicycles and pedestrians geared to serve the long-term needs called for in the 2040 plan.

The 2000 RTP also includes a new level of detail, prescribing a number of new performance measures and system design standards for the 24 cities and 3 counties in the Metro region to enact. These include: new requirements for local street connectivity; modal orientation in street design; 2040-based level-of-service policy for sizing roads; targets for combined alternative modes of travel; and, parking ratios for new developments. The plan contains nearly 900 individual projects totaling \$7.2 billion in system improvements, and a corresponding series of financing scenarios for funding these projects. It also calls for more than a dozen corridor studies to define specific projects for many of the major corridors where more analysis is needed to determine which improvements best respond to expected demand. The next periodic update to the RTP is scheduled for 2004.

*2001 Review Recommendation: 12.A.1. In order to avoid a future conformity lapse and the possible interruption of USDOT funds, we remind Metro that the RTP requires an update every three years. Because Metro is a maintenance area, EPA's air quality regulations require the Plan to be updated on a three-year cycle. This is because Plans need to be more sensitive to changing environmental conditions and responsive to goals established by the Clean Air Act, and to ensure that transportation activities do not worsen air quality or interfere with the purpose of the SIP. Therefore the schedule for updating the Plan is tied to the schedule for air quality conformity determinations. An update does not require a complete revisiting of underlying RTP policies, goals and assumptions; extend the planning horizon to minimum of 20 years; and complete the USDOT air quality conformity process for the financially constrained system before January 26, 2004.*

*Response:* Metro will initiate an RTP update in May 2003, and is scheduled to be completed in January 2004 in order to avoid a conformity lapse. At a minimum, this update will cover all federal planning requirements, but may involve updates to non-federal aspects of the RTP.

*2001 Review Recommendation: 12.A.2 It is recommended that every effort be made to advance the completion of the refinement plans identified as "outstanding issues" in Metro's 2000 RTP.*

*Response:* Metro completed the Corridor Initiatives project in late 2001, and amended the RTP in 2002 to adopt the recommended priorities for completing major corridor studies in the region. Two of the 19 corridors have already been studied, or are underway using MTIP and state TGM monies, and two additional corridor studies are proposed for funding in the current MTIP solicitation. However, it should be noted that all of the refinement corridors are centered on ODOT facilities, and will require greater funding support from ODOT than is currently available to complete this work in a timely manner.

*2001 Review Recommendation: 12.A.3 It is strongly recommended that short-term operations/management plans be developed expeditiously for the corridors identified in the RTP as having unmet needs but not scheduled for full corridor studies in the near-term. The goal should be to preserve and enhance mobility, reduce congestion and prevent the foreclosure of options that may occur if no action is taken until "deficiency thresholds" are reached.*

*Response:* ODOT has undertaken an aggressive ITS system for principal routes that are identified as refinement plan corridors in the RTP, with almost all access points metered and travel information systems installed. ODOT does not plan to employ this level of system management

to the few major arterials that are called out as refinement plans, and instead will focus on access management as a strategy to protect interim mobility in these corridors.

*2001 Review Recommendation: 12.A.4 Metro is encouraged to seek consensus on new approaches that might decrease the gap between the 2000 RTP's financially constrained and priority systems.*

*Response:* Metro convened a Transportation Investment Task Force in 2002 to identify key improvements in the region, and propose mechanisms for increasing transportation funding to construct these improvements. The recommendations of the task force were accepted by JPACT and the Metro Council in February 2003, and the Metro Council has expressed an intent to continue working with the Task Force to implement the recommendations. The Oregon Legislature has also been working to reduce the transportation funding gap, with a major bond measure approved in the last session, and a follow up measure proposed for this session.

*2001 Review Recommendation: 12.A.5 We recommend that Metro's next RTP update expand the discussion of Operating and Maintenance (O&M) costs in simplified terms (possibly charts, graphs, etc.) to help educate the public on the huge cost of operating and maintaining the existing and proposed transportation infrastructure (both transit and roadway).*

*Response:* Metro will expand the discussion of O&M costs in the next update to better explain the growing financial burden in this area.

*2001 Review Recommendation: 12.A.6 Minor RTP amendments are planned in the near future to reflect changes agreed to during the plan "acknowledgement" process with the Oregon Department of Land Conservation and Development. We recommend using this opportunity to make editorial corrections needed in the current document. Examples of corrections needed include:*

*Clarify effective dates of federal RTP recognition*  
*Clarify required update cycle*  
*Complete missing tables and graphs*  
*Publish referenced appendices*

*Response:* The recommended clarifications proposed by FHWA and FTA will be incorporated into the upcoming update of the RTP, to be completed in January 2004.

c. Metropolitan Transportation Improvement Program (MTIP)

The MTIP was updated in spring 2002 and incorporated into ODOT 2002-2005 State Transportation Improvement Program (STIP). The 2002 update includes projects or project phases with prior funding commitments and allocated \$50 million of State Transportation Program (STP) and Congestion Mitigation Air Quality Program (CMAQ). The adopted MTIP features a three-year approved program of projects and a fourth "out-year." The first year of projects are considered the priority year projects. Should any of these be delayed for any reason, projects of equivalent dollar value may be advanced from the second and third years of the program without processing formal Transportation Improvement Program (TIP) amendments. This flexibility was adopted in response to ISTEA (now TEA-21) planning requirements. The flexibility reduces the need for multiple amendments throughout the year. The FY 2000-03 MTIP was completed in FY 2000.

*2001 Review Corrective Action: 13.A.1 Within 90 days of this report, Metro should produce a current MTIP document that meets the requirements of 23 CFR 450. As subsequent amendments are approved, the MTIP document must be kept current and accessible to the public. Further, Metro should publish, or otherwise make available for public review, an annual listing of projects for which Federal funds have been obligated in the preceding year. The list must be consistent with the categories identified in the transportation improvement program. (23 U.S.C. 134(h)(7)(B); 49 U.S.C.5303(c)(5)(B))*

*Response:* Metro produced a current MTIP document in 2002 for the last allocation of funds, programming the years 2002-05. Metro also completed an annual listing of projects using federal funds for the year 2002, and is scheduled to complete annual lists in upcoming years. Metro is currently developing the 2004-07 MTIP, and will publish a document for this allocation in fall of this year.

*2001 Review Comment: 13.A.2 It is recommended that Metro research and document the current delegation of the Governor's MTIP approval. If current delegation cannot be documented, the Governor should either be asked to provide the required MTIP approvals or make new delegations.*

*Response:* ODOT working on this.

*2001 Review Comment: 13.A.3 It is recommended that consideration to be given to adjusting the timing of Metro's MTIP update process to allow the full identification of State-selected projects and FTA-funded transit projects while the debate on MPO-selected projects is still underway. Earlier information on the full range of projects could allow for better-informed decisions, particularly in regard to alternative mode transfers.*

*Response:* The current 2004-07 MTIP update was scheduled to help close the timing gap between STIP and MTIP updates, and will enable the next updates of the MTIP and STIP to be completely coordinated. For this round, Metro coordinated comments from the region on the draft STIP, which will be completed roughly four months in advance of the MTIP (scheduled for completion in July).

## 6. Planning Factors

Metro's planning process addresses the seven TEA-21 planning factors in all projects and policies. The table below describes this relationship. The TEA-21 planning factors are:

- Support the economic vitality of the metropolitan area, especially by enabling global competitiveness, productivity and efficiency;
- Increase the safety and security of the transportation system for motorized and non-motorized users;
- Increase the accessibility and mobility options available to people and for freight;
- Protect and enhance the environment, promote energy conservation and improve quality of life;
- Enhance the integration and connectivity of the transportation system, across and between modes, for people and freight;
- Promote efficient management and operations; and
- Emphasize the preservation of the existing transportation system.



<b>Factor</b>	<b>System Planning (RTP)</b>	<b>Funding Strategy (MTIP)</b>	<b>High Capacity Transit (HCT)</b>
1. Support Economic Vitality	<ul style="list-style-type: none"> <li>• RTP policies linked to land use strategies that promote economic development.</li> <li>• Industrial areas and intermodal facilities identified in policies as “primary” areas of focus for planned improvements.</li> <li>• Comprehensive, multimodal freight improvements that link intermodal facilities to industry are detailed for 20-year plan period.</li> <li>• Highway LOS policy tailored to protect key freight corridors.</li> <li>• RTP recognizes need for freight linkages to destinations beyond the region by all modes.</li> </ul>	<ul style="list-style-type: none"> <li>• All projects subject to consistency with RTP policies on economic development and promotion of “primary” land use element of 2040 development such as centers, industrial areas and intermodal facilities.</li> <li>• Special category for freight improvements calls out the unique importance for these projects.</li> <li>• All freight projects subject to funding criteria that promote industrial jobs and businesses in the “traded sector.”</li> </ul>	<ul style="list-style-type: none"> <li>• HCT plans designed to support continued development of regional centers and central city by increasing transit accessibility to these locations.</li> <li>• HCT improvements in major commute corridors lessen need for major capacity improvements in these locations, allowing for freight improvements in other corridors.</li> </ul>
2. Increase Safety	<ul style="list-style-type: none"> <li>• The RTP policies call out safety as a primary focus for improvements to the system.</li> <li>• Safety is identified as one of three implementation priorities for all modal systems (along with preservation of the system and implementation of the region’s 2040-growth management strategy).</li> </ul>	<ul style="list-style-type: none"> <li>• All projects ranked according to specific safety criteria.</li> <li>• Road modernization and reconstruction projects are scored according to relative accident incidence.</li> <li>• All projects must be consistent with regional street design guidelines that provide safe designs for all modes of travel.</li> </ul>	<ul style="list-style-type: none"> <li>• Station area planning for proposed HCT improvements is primarily driven by pedestrian access and safety considerations.</li> </ul>

Factor	System Planning (RTP)	Funding Strategy (MTIP)	High Capacity Transit (HCT)
3. Increase Accessibility	<ul style="list-style-type: none"> <li>The RTP policies are organized on the principle of providing accessibility to centers and employment areas with a balanced, multi-modal transportation system.</li> <li>The policies also identify the need for freight mobility in key freight corridors and to provide freight access to industrial areas and intermodal facilities.</li> </ul>	<ul style="list-style-type: none"> <li>Measurable increases in accessibility to priority land use elements of the 2040-growth concept is a criterion for all projects.</li> <li>The MTIP program places a heavy emphasis on non-auto modes in an effort to improve multi-modal accessibility in the region.</li> </ul>	<ul style="list-style-type: none"> <li>The planned HCT improvements in the region will provide increased accessibility to the most congested corridors and centers.</li> <li>Planned HCT improvements provide mobility options to persons traditionally underserved by the transportation system.</li> </ul>
4. Protect Environment and Quality of Life	<ul style="list-style-type: none"> <li>The RTP is constructed as a transportation strategy for implementing the region's 2040-growth concept. The growth concept is a long-term vision for retaining the region's livability through managed growth.</li> <li>The RTP system has been "sized" to minimize the impact on the built and natural environment.</li> <li>The region has developed an environmental street design guidebook to facilitate environmentally sound transportation improvements in sensitive areas, and to coordinate transportation project development with regional strategies to protect endangered species.</li> <li>The RTP conforms to the Clean Air Act.</li> </ul>	<ul style="list-style-type: none"> <li>The MTIP conforms to the Clean Air Act.</li> <li>The MTIP focuses on allocating funds for clean air (CMAQ), livability (Transportation Enhancement) and multi-modal alternative – modes (STIP).</li> <li>Bridge projects in lieu of culverts have been funded through the MTIP to enhance endangered salmon and steelhead passage.</li> <li>"Green Street" demonstration projects funded to employ new practices for mitigating the effects of stormwater runoff.</li> </ul>	<ul style="list-style-type: none"> <li>Light rail improvements provide emission-free transportation alternatives to the automobile in some of the region's most congested corridors and centers.</li> <li>HCT transportation alternatives enhance quality of life for residents by providing an alternative to auto travel in congested corridors and centers.</li> </ul>

Factor	System Planning (RTP)	Funding Strategy (MTIP)	High Capacity Transit (HCT)
	<ul style="list-style-type: none"> <li>Many new transit, bicycle, pedestrian and TDM projects have been added to the plan in recent updates to provide a more balanced multi-modal system that maintains livability.</li> <li>RTP transit, bicycle, pedestrian and TDM projects planned for the next 20 years will complement the compact urban form envisioned in the 2040 growth concept by promoting an energy-efficient transportation system.</li> <li>Metro coordinates its system level planning with resource agencies to identify and resolve key issues.</li> </ul>		
5. System Integration/ Connectivity	<ul style="list-style-type: none"> <li>The RTP includes a functional classification system for all modes that establishes an integrated modal hierarchy.</li> <li>The RTP policies and Functional Plan* include a street design element that integrates transportation modes in relation to land use for all regional facilities.</li> <li>The RTP policies and Functional Plan include connectivity provisions that will increase local and major street connectivity.</li> <li>The RTP freight policies and projects address the intermodal connectivity needs at major freight terminals in the region.</li> <li>The intermodal management system identifies key intermodal links in the region.</li> </ul>	<ul style="list-style-type: none"> <li>Projects funded through the MTIP must be consistent with regional street design guidelines.</li> <li>Freight improvements are evaluated according to potential conflicts with other modes.</li> </ul>	<ul style="list-style-type: none"> <li>Planned HCT improvements are closely integrated with other modes, including pedestrian and bicycle access plans for station areas and park-and-ride and passenger drop-off facilities at major stations.</li> </ul>

<b>Factor</b>	<b>System Planning (RTP)</b>	<b>Funding Strategy (MTIP)</b>	<b>High Capacity Transit (HCT)</b>
6. Efficient Management & Operations	<ul style="list-style-type: none"> <li>• The RTP policy chapter includes specific system management policies aimed at promoting efficient system management and operation.</li> <li>• Proposed RTP projects include many system management improvements along regional corridors.</li> <li>• The RTP financial analysis includes a comprehensive summary of current and anticipated operations and maintenance costs.</li> </ul>	<ul style="list-style-type: none"> <li>• Projects are scored according to relative cost effectiveness (measured as a factor of total project cost compared to measurable project benefits).</li> <li>• TDM projects are solicited in a special category to promote improvements or programs that reduce SOV pressure on congested corridors.</li> <li>• TSM/ITS projects are funded through the MTIP.</li> </ul>	<ul style="list-style-type: none"> <li>• Proposed HCT improvements include redesigned feeder bus systems that take advantage of new HCT capacity and reduce the number of redundant transit lines.</li> </ul>
7. System Preservation	<ul style="list-style-type: none"> <li>• Proposed RTP projects include major roadway preservation projects.</li> <li>• The RTP financial analysis includes a comprehensive summary of current and anticipated operations and maintenance costs.</li> </ul>	<ul style="list-style-type: none"> <li>• Reconstruction projects that provide long-term maintenance are identified as a funding priority.</li> </ul>	<ul style="list-style-type: none"> <li>• The RTP financial plan includes the 20-year costs of HCT maintenance and operation for planned HCT systems.</li> </ul>

\* Functional Plan = Urban Growth Management Functional Plan, an adopted regulation that requires local governments in Metro's jurisdiction to complete certain planning tasks.

## 7. Public Involvement

Metro maintains a proactive public involvement process that provides complete information, timely public notice, full public access to key decisions and supports early and continuing involvement of the public in developing its policies, plans and programs. Public Involvement Plans are designed to both support the technical scope and objectives of Metro studies and programs while simultaneously providing for innovative, effective and inclusive opportunities for engagement. Every effort is made to employ broad and diverse methods, tools and activities to reach potentially impacted communities and other neighborhoods and to encourage the participation of low-income and minority citizens and organizations.

All Metro UWP studies and projects that have a public involvement component require a Public Involvement Plan (PIP) that meets or exceeds adopted public involvement procedures. Included in individualized PIPs are strategies and methods to best involve a diverse citizenry. Some of these may include special public opinion survey mechanisms, custom citizen working committees or advisory committee structures, special task forces, web instruments and a broad array of public information materials. For example, given the geographically and philosophically diverse make-up of the South Corridor Study, it was determined that the traditional single citizens advisory committee would not prove effective. Hence, the study incorporated area specific working committees, local advisory committees and assemblies as well as corridor-wide all-assemblies. Hearings, workshops, open houses, charrettes and other activities are also held as needed.

The MTIP relies on early program kick-off notification, inviting input on the development of criteria, project solicitation, project ranking and the recommended program. Workshops, informal and formal opportunities for input as well as a 45-day + comment period are repetitive aspects of the MTIP process. In addition, with availability of new census information, block analysis will be conducted on areas surrounding each project being considered for funding to ensure that environmental justice principles are met and to identify where additional outreach might be beneficial.

Finally, TPAC includes six citizen positions. TPAC makes recommendations to JPACT and the Metro Council.

*2001 Review Recommendation: 9.A.1 Metro is encouraged to consider reaffirming its 1995 Public Involvement Process and to document the evaluation that has taken place and is planned for the coming year.*

*Response:* Projects and programs continue to abide by the agency's adopted Transportation Planning Public Involvement Policy. While this policy has not been rewritten, it was used as the basis for establishing Metro's agency-wide 2002 adopted Public Involvement Planning Guide. A resolution to reaffirm the 95 process will be added to next year's UWP.

*2001 Review Recommendation: 9.A.2 Although Metro's public involvement process appears to be very vibrant, open and responsive, it is recommended that, whenever possible, more time be provided between the closing of comments and final decisions.*

*Response:* Every effort is made to add more time for deliberation between the closing of a public involvement period and decision-making. For example, "Listening Posts" for the 2004-2007 TIP process, seeking comments on the larger list of potentially funded projects, are now scheduled at the beginning of the 30-day comment period. Moreover, tentative action is not scheduled until three weeks from the close of the comment period.

8. Title VI – In September 2002 Metro submitted to the FTA the 1999-2002 Title VI Compliance report with accompanying mapped demographic information. To date there has not been a response. In addition, the Federal Highway Administration (FHWA) and FTA certified Metro's Public Involvement, Title VI and Environmental Justice processes as part of the October 2001 Metropolitan Transportation Planning and Programming USDOT Certification Review.

9. Disadvantaged Business Enterprise (DBE)

A revised DBE program was adopted by the Metro Council in June 1997 (Ordinance No. 97-692A); 49CFR 26 allows recipients to use the DBE goal of another recipient in the same market. Metro's Executive Officer approved an overall DBE annual goal in accordance with ODOT. This goal was established utilizing ODOT's methodology to determine DBE availability of "ready, willing and able" firms for federally funded professional and construction projects. The current goal is 14 percent.

Metro's DBE program was reviewed and determined to be in compliance by FTA after conducting a Triennial Review in August 1999.

10. Americans with Disabilities Act (ADA)

The Americans with Disabilities Act Joint Complementary Paratransit Plan was adopted by the TriMet Board in December 1991 and was certified as compatible with the RTP by Metro Council in January 1992. The plan was phased in over five years and TriMet has been in compliance since January 1997. Metro approved the 1997 plan as in conformance with the RTP. FTA audited and approved the plan in summer 1999.

**Additional 2001 Review Recommendations**

Vision and Goals

*2001 Review Recommendation: 1.A.1 It is recommended that Metro pursue the development of performance measures for both highway and transit and use them to evaluate progress towards attaining their regional goals for the mobility of people and goods.*

*Response:* The performance measures program provides a periodic and rigorous evaluation of the region's effort in providing transportation infrastructure and services to enhance local economy and livability.

Environmental Justice

*2001 Review Recommendation: 10.A.1 We encourage Metro's plans to use 2000 Census and other supplemental data to identify the distribution of minority and low-income populations and to evaluate the Environmental Justice performance of the RTP and MTIP.*

*Response:* With the availability of Census 2000 information staff is now able to access aspects of projects or programs that may be of interest or have potential impact or benefit to minority and/or low-income populations. This will help us to better engage appropriate communities in effective communication and transportation decision-making processes. For the 2004-07 MTIP, block analysis will be conducted on the areas surrounding each project submitted for funding consideration. A qualitative assessment of the project will be provided as part of project evaluation. If successful, a similar method will be applied to projects or project areas during future regional transportation updates.

Congestion Management

*2001 Review Recommendation: 11.A.1 It is recommended that Metro develop a short index or "roadmap" document that describes how their current Congestion Management System is being implemented and where the specific components can be found. (This would serve as a replacement for the 1996 Interim CMS Document.) Metro should also clarify how the CMS is to be used in the overall project selection and ranking process, and how the CMS is used to develop stand-alone or integrated congestion responses.*

*Response:* Metro will incorporate a new section in the Appendix to the RTP during the upcoming update to provide a "roadmap" to CMS features in the plan. This would serve as a replacement for the 1996 CMS document, and would allow users to easily understand how CMS has been incorporated into our regional planning.

*2001 Review Recommendation: 11.A.2 Metro is strongly encouraged to work with local jurisdictions and transit operators to identify short-term strategies for managing existing transportation assets. This is particularly important in corridors identified as needing large-scale improvements, but not scheduled for detailed analysis in the near term.*

*Response:* Metro participates in TRANSPORT, the regional technical steering committee for ITS, where most short-term strategies for managing existing highway are addressed by the operating agencies. Metro also operates a subcommittee of TPAC that monitors TDM programs in the region, including new performance measures on effectiveness of regional strategies and creation of new transportation management associations.

*2001 Review Recommendation: 11.A.3 As owners and operators of the regional freeway system, it is recommended that ODOT, in cooperation with Metro, also develop management plans and project refinement plans for their facilities, including operational and system management strategies and a range of capital actions.*

*Response:* ODOT has undertaken an aggressive ITS system for principal routes that are identified as refinement plan corridors in the RTP, with almost all access points metered and travel information systems installed. ODOT does not plan to employ this level of system management to the few major arterials that are called out as refinement plans, and instead will focus on access management as a strategy to protect interim mobility in these corridors.

*2001 Review Recommendation: 11.A.4 Metro and ODOT are strongly encouraged to accelerate the corridor studies identified in Metro's RTP as outstanding issues.*

*Response:* Metro completed the Corridor Initiatives project in late 2001, and amended the RTP in 2002 to adopt the recommended priorities for completing major corridor studies in the region. Two of the 19 corridors have already been studied, or are underway using MTIP and state TGM monies, and two additional corridor studies are proposed for funding in the current MTIP solicitation. However, it should be noted that all of the refinement corridors are centered on ODOT facilities, and will require greater funding support from ODOT than is currently available to complete this work in a timely manner.

*2001 Review Recommendation: 11.A.5 It is recommended that Metro establish a goal of reduced congestion and establish performance measures to determine progress toward achieving the goal.*

*Response:* Metro has adopted a tiered, land use-based strategy for managing congestion, but does not have general policies for reducing congestion. Instead, plan policies focus on removing congestion bottlenecks in the system, and maintaining an acceptable level-of-service during peak and off-peak periods. The plan

also uses a CMS-based approach to identify improvements that maintain desired level-of-service. Metro has also adopted policies that will ensure that value pricing and other alternatives to general purpose lanes are considered when adding future capacity to principal routes.

#### Air Quality Conformity

*2001 Review Recommendation: 14.A.1 If Metro chooses to continue the practice of adopting RTP and MTIP actions contingent upon completion of the air quality conformity process, it is highly recommended that the public process more clearly indicate that the documents have no federal status until the USDOT air quality conformity findings have been finalized.*

*Response:* In the fall 2002 Metro amended both the RTP/MTIP to authorize OTIA expansion projects. Project funds and accompanying conformity determination were approved in the same resolution/ordinance action.

Should future actions prove incapable of being approved in a joint action draft and final materials will clearly lay out in public terms that such actions are not approved until determination of conformity. The documents and resolutions will contain a caveat as to need for determination. The current 2004 MTIP update process schedule indicates that determination will happen at the conclusion of the timeline.

#### ITS

*2001 Review Recommendation: 15.A.1 it is recommended that Metro work with RTC and their partners to clarify bi-state ITS architecture and operations issues. (e.g., Will a single bi-state architecture or two separate but coordinated architectures be developed? Who will be responsible for updating the architecture(s) and ensuring continued bi-state compatibility?)*

*Response:* In February 2003, TPAC will formally consider appointing "Transport" as the ITS Subcommittee. Transport will have responsibility for bi-state coordination of the ITS architecture. This committee will be on going and include members from both sides of the river.

#### Bi-State Coordination

*2001 Review Recommendation: 17.C.1 It is recommended that Metro and RTC continue to work together on regional ITS issues. Metro and RTC should clearly identify the roles and responsibilities of each agency with regard to the operation, maintenance and assurance of compatibility of the regional ITS infrastructure. From the motorist's perspective, the two systems should operate as a single unit, as if the state line did not exist.*

*2001 Review Recommendation: 17.C.2 It is recommended that Metro and RTC identify how their respective congestion management systems interact, particularly in regard to how they identify and measure congestion, and address short term needs.*

*Response:* Metro and RTC are addressing these issues through the Bi-State process.



**JPACT Members and Alternates**

	COURTESY_TITL	FIRST_NAM	MIDDLE_NAM	LAST_NAME	ORGANIZATION	REPRESENTING	ADDRESS	E	SUITE	CITY	STATE	ZIPCODE
1	The Honorable	Rod		Park	Metro	Chair	600 NE Grand Ave.			Portland	OR	97232-2736
2	The Honorable	Rex		Burkholder	Metro	Vice-Chair	600 NE Grand Ave.			Portland	OR	97232-2736
3	The Honorable	Carl		Hosticka	Metro	Metro	600 NE Grand Ave.			Portland	OR	97232-2736
	The Honorable	Rod		Monroe	Metro	Metro	600 NE Grand Ave.			Portland	OR	97232-2736
4	The Honorable	Bill		Kenemer	Clackamas County	Clackamas County	907 Main St.			Oregon City	OR	97045-1882
	The Honorable	Michael	J	Jordan	Clackamas County	Clackamas County	906 Main St.			Oregon City	OR	97045-1882
5	The Honorable	Maria		Rojo de Steffey	Multnomah County	Multnomah County	501 SE Hawthorne Blvd. Room			Portland	OR	97214-3585
	The Honorable	Lonnice		Roberts	Multnomah County	Multnomah County	501 SE Hawthorne Blvd. Room		600	Portland	OR	97214-3585
7	The Honorable	Roy		Rogers	Washington County	Washington County	12700 SW 72ND Ave.			Portland	OR	97223-8335
	The Honorable	Tom		Brian	Washington County	Washington County	155 N. 1st Ave.	MS		22 Hillsboro	OR	97124-3001
8	The Honorable	Jim		Francesconi	City of Portland	City of Portland	1221 SW 4th Ave.	Room		220 Portland	OR	97204-1906
	The Honorable	Vera		Katz	City of Portland	City of Portland	1221 SW 4th Ave.	Room		340 Portland	OR	97204-1907
9	The Honorable	Karl		Rohde	Oswego	County	PO Box 227			Oswego	OR	97034-0369
10	The Honorable	Larry		Haverkamp	City of Gresham	County	1333 NW Eastman Pkwy.			Gresham	OR	97030-3825
	The Honorable	James	W	Kight	City of Troutdale	Cities of Multnomah County	950 Jackson Park Rd.			Troutdale	OR	97060-2114
10.	The Honorable	Robert		Drake	City of Beaverton	County	PO Box 4755			Beaverton	OR	97076-4755
	The Honorable	Lou		Ogden	City of Tualatin	Cities of Washington County	21040 SW 90TH Ave.			Tualatin	OR	97062-9346
11.	Mr.	Fred		Hansen	Tri-Met	Tri-Met	4012 SE 17th Ave.			Portland	OR	97202
	Mr.	Neil		McFarlane	Tri-Met	Tri-Met	710 NE Holladay St.			Portland	OR	97232
12.	Ms.	Kay		Van Sickle	ODOT	ODOT	123 NW Flanders St.			Portland	OR	97209-4037
	Mr.	Bruce		Warner	ODOT	ODOT	355 Capitol St., NE	Room		135 Salem	OR	97301-3871
13.	Ms.	Stephanie		Hallock	DEQ	Oregon DEQ	811 SW 6TH Ave.			Portland	OR	97204
	Mr.	Paul		Slyman	DEQ	Oregon DEQ	811 SW 6TH Ave.			Portland	OR	97204
	Mr.	Andy		Ginsburg	DEQ	Oregon DEQ	811 SW 6th Ave.	Floor		11 Portland	OR	97204
	Ms.	Annette		Liebe	DEQ	Oregon DEQ	811 SW 6th Ave.			Portland	OR	97204-1390
14.	Mr.	Don		Wagner	WSDOT	Washington State DOT	PO Box 1709			Vancouver	WA	98668
	Ms.	Mary		Legry	WSDOT	Washington State DOT	PO Box 1709			Vancouver	WA	98668
15.	Mr.	Bill		Wyatt	Port of Portland	Port of Portland	PO Box 3529			Portland	OR	97208
16.	The Honorable	Royce	E	Pollard	City of Vancouver	City of Vancouver	PO Box 1995			Vancouver	WA	98668
	Mr.	Dean		Lookingbill	RTC	SW Washington RTC	1351 Officers Row			Vancouver	WA	98661
17.	The Honorable	Craig		Pridemore	Clark County	Clark County	PO Box 5000			Vancouver	WA	98666-5000
	Mr.	Peter		Capell	Clark County	Clark County	PO Box 9810			Vancouver	WA	98666-9810

## STAFF REPORT

### CONSIDERATION OF RESOLUTION NO. 03-3289 FOR THE PURPOSE OF CERTIFYING THAT THE PORTLAND METROPOLITAN AREA IS IN COMPLIANCE WITH FEDERAL TRANSPORTATION PLANNING REQUIREMENTS

Date: February 15, 2003

Presented by: Andrew C. Cotugno

## PROPOSED ACTION

This resolution certifies that the Portland metropolitan area is in compliance with federal transportation planning requirements as defined in Title 2.3, Code of Federal Regulations, Part 450 and Title 49, Code of Federal Regulations, Part 613.

## EXISTING LAW

Federal transportation agencies (Federal Transit Administration [FTA] and Federal Highway Administration [FHWA]) require a self-certification that our planning process is in compliance with certain federal requirements as a prerequisite to receiving federal funds. The self-certification documents that we have met those requirements and is considered yearly at the time of Unified Work Program approval.

## FACTUAL BACKGROUND AND ANALYSIS

Required self certification areas include:

- Metropolitan Planning Organization (MPO) designation
- Geographic scope
- Agreements
- Responsibilities, cooperation and coordination
- Metropolitan Transportation Planning products
- Planning factors
- Public Involvement
- Title VI
- Disadvantaged Business Enterprise (DBE)
- Americans with Disabilities Act (ADA)

Each of these areas is discussed in Exhibit A to Resolution No. 03-3289.

## BUDGET IMPACT

Approval of this resolution is a companion to the Unified Work Program. It is a prerequisite to receipt of federal planning funds and is, therefore, critical to the Metro budget. The UWP matches the projects and studies reflected in the proposed Metro budget submitted by the Metro Chief Operating Officer to the Metro Council and is subject to revision in the final adopted Metro budget.

Approval will mean that grants can be submitted and contracts executed so work can commence on July 1, 2003, in accordance established Metro priorities.



METRO

To: Councilor Rod Park, Chair  
 Joint Policy Advisory Committee on Transportation  
 From: Andy Cotugno, Planning Director  
 Date: March 7, 2003  
 Subject: Performance Measures Report - Ordinance 03-991B and Resolution 03-3262

### Background

A performance measures report is required by Metro Code and State law and is intended to assess how the region is doing. The report includes 2040 fundamentals - a summary of all regional policy - and measurements of how the region has done in all eight fundamental categories. On December 3, 2002, the Metro Council Community Planning Committee authorized release of the draft performance measures report to JPACT and MPAC. In preparation for these reviews, Metro Council President Bragdon sent a letter outlining policy issues for consideration.

### TPAC Recommendations

On February 28, TPAC reviewed all documents and recommended the following:

#### 2040 Fundamentals

1. Modify the last fundamental to read:

*Encourage a strong local economy by ensuring an adequate supply of land, providing an for the orderly and efficient use of land, providing regional transportation investment to support economic development, balancing economic growth around the region and supporting high quality education.*

Metro Staff response: Agree - incorporated into draft ordinance.

#### Corrective Action Process

2. Modify this item as follows:

*The Council shall hold a public hearing on the report and committee recommendations. After consideration of the record of the hearing, the Council shall ~~adopt~~ initiate findings and take any necessary corrective action by September 1, of the year.*

TPAC first revision - "ensuring an adequate supply of land" - is susceptible to an interpretation that Metro must ensure a constant 20-year supply of employment land within the UGB. Many people wrongly interpret HB 2709 (ORS 197.296) to require a constant, 20-year supply of land for housing (as the Home Builders did in recent litigation against Metro). It is almost certain that the proposed language will give rise to the same argument about commercial and industrial land.

Metro Staff response: For the reasons stated above, staff agree with the proposal to add only the language on transportation investment, but urge caution about addition of language on the

supply of land, which may be interpreted to require Metro to maintain a constant, 20-year supply of land for commercial and industrial use.

#### Other TPAC Comment

Regarding the 2040 Fundamentals: Is it appropriate for Metro to be referring to “supporting high quality education” given that Metro has no authority in this area? Does this fundamental mean that Metro will assist in providing high quality education?

Metro Staff response: TPAC is correct that Metro has no direct role in education. However, there may be actions that Metro, along with its local government partners, could take to support higher education. No change made to ordinance or resolution.

#### **MPAC Recommendations**

On February 12, MPAC reviewed the report and sent it to MTAC for review. On February 26, MPAC discussed the issues, MTAC recommendations and MPAC recommended the following:

#### 2040 Fundamentals

1. modify the fourth and fifth fundamentals as follows:

- *Maintain separation between the Metro urban growth boundary ~~region~~ and neighboring cities by working actively with these cities and their respective counties;*
- *Enable communities inside the Metro urban growth boundary ~~area~~ to preserve their physical sense of place by using, among other tools, greenways, natural areas, and built environment elements*

Metro Staff response: Agree - incorporated into draft ordinance.

2. The eight 2040 Fundamentals should be incorporated into Title 9 of the Functional Plan as they briefly summarize regional policy and help explain why the particular measurements are examined.

Metro Staff response: Agree - incorporated into draft ordinance.

3. The 2040 Fundamentals should also be incorporated into the Regional Framework Plan.

Metro Staff response: Agree - with the adoption of the resolution, staff will prepare an ordinance to do so.

4. The Fundamentals should not be numbered to avoid assumptions that they are listed by priority. In their current form it could be interpreted that encouraging a strong local economy is last in priority.

Metro Staff response: Agree. The fundamentals are not numbered in the ordinance or resolution and staff will ensure that they are not numbered in any of the performance measure reports or other documents.

#### Indicators

1. Reduce the number of indicators to the most important 30 to 50. This would help the project be more focused.

Metro Staff response: Agree. This work should be initiated shortly.

#### Corrective Actions

1. Corrective actions are more of policy matters, not technical issues. As such MTAC prefer MPAC review

Metro Staff response: Agree.

2. MTAC does not see the need for further corrective action at this time in light of recent UGB and Framework Plan changes.

Metro Staff response: Agree.

#### Grading the Region's Achievement

1. Targets should be established at least for some major indicators.

Metro Staff response: Agree. Staff will begin this work shortly.

2. Three ways to consider target setting are:
  - a) Retrospective – which targets were met;
  - b) Prospective -- new policies (such as Goal 5 or Centers policies) should be adopted with targets;
  - c) Comparison with other regions – compare our performance with those of other regions.

Metro Staff response: Agree - no action needed at this time.

3. Metro should define key terms like “target” and only use one, not multiple terms for same items.

Metro Staff response: Agree. Staff will begin this work shortly.

#### **Action Requested**

Staff requests that JPACT recommend approval of the performance measures report as addressed in Ordinance No. 03-991B and Resolution No. 03-3262.

I:\gm\long\_range\_planning\project\performance measures\JPACT-TPAC\Andy to JPACT -on MPAC-MTAC-TPAC recommendations.doc



**METRO**

600 NORTHEAST GRAND AVENUE | PORTLAND, OREGON 97232 2736  
TEL 503 797 1889 | FAX 503 797 1793

**COUNCIL PRESIDENT DAVID BRAGDON**

February 6, 2003

The Honorable Tom Hughes, Chair  
Metro Policy Advisory Committee  
Mayor, City of Hillsboro  
123 W. Main Street  
Hillsboro, Oregon 97123

Dear Mayor Hughes:

In planning for a future which sometimes seems like a distant horizon, we want to pause occasionally and ask ourselves how far we have come and if we are making progress in the direction we want to go. As has been discussed with MPAC periodically over the past several years, Metro staff has been compiling regional "performance measures" to help us all to do so. The staff has now distributed a draft performance measure report evaluating 2040 growth management policies and their implementation.

The Metro Council respectfully requests that MPAC review this work and provide advice to the council regarding the issues listed below. Further additional background information is contained in the enclosed memo from Long-Range Planning Program Supervisor Gerry Uba.

- 2040 Fundamentals: The fundamentals are distilled from various regional plans adopted by the Metro Council and were discussed with MPAC in past years, but have not been formally accepted. Are they still deemed valid expressions of where the region wants to go?
- Indicators: Have we selected the right indicators? Are there corrections, revisions, or additions which would be appropriate?
- Corrective Actions: Metro Functional Plan (Title 9) stipulates that the Metro Council shall adopt findings of fact after a public hearing and take actions designated to correct any trends that seem to be going in the wrong direction. Are there trends in the report that should be addressed now through corrective actions, either locally or regionally? What might such corrective actions be?
- Grading the Region's Achievement: There are very limited number of targets and goals in the adopted regional plans that could be used to grade the region's achievement. Are additional targets or goals needed? If so, what procedure

should be used to grade the report's results? Two options to consider are: a) engage in comparison with other regions; or b) establish targets or benchmarks.

- Other Indicators: Due to lack of local data, approximately a dozen indicators were not measured. Are there particular indicators that should be considered a higher priority and completed in the future? Are local governments willing to assist Metro in collecting additional data?

Of course, we are interested in other observations that MPAC finds relevant for Metro Council consideration. We will consider MPAC's recommendations along with all public comments. Once the council determines the best course and takes action, I will ensure that we provide MPAC with a summary of our actions and our reasons for taking them.

I look forward to your discussion of these intriguing conceptual issues.

Sincerely,

/s/

David Bragdon  
Metro President

Enclosure

CC: Metro Council  
Mark Williams, Chief Operating Officer  
Andy Cotugno, Planning Director

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF ADOPTING )  
PERFORMANCE MEASURES TO MONITOR ) Ordinance No. 03-991B  
THE PROGRESS OF IMPLEMENTING THE )  
URBAN GROWTH MANAGEMENT )  
FUNCTIONAL PLAN AND AMENDING TITLE ) Introduced by the 2002 Community  
9 (PERFORMANCE MEASURES) OF THE ) Planning Committee  
URBAN GROWTH MANAGEMENT )  
FUNCTIONAL PLAN )

WHEREAS, ORS 197.301(1) requires Metro to adopt performance measures and to report to the Department of Land Conservation and Development on the measures at least every two years; and

WHEREAS, the Regional Framework Plan and the Urban Growth Management Functional Plan ("UGMFP") require the Metro Council to develop performance measures in consultation with the Metropolitan Policy Advisory Committee ("MPAC"); and

WHEREAS, on March 24, 1999, the MPAC reviewed a list of proposed performance measures and made recommendations on the measures and the schedule for reporting progress to the Council; and

WHEREAS, Resolution No. 99-2859 (November 18, 1999) directed the Metro staff to draft an ordinance to revise the list of performance measures and to amend Title 9 to respond to recommendations from MPAC and Metro's Growth Management Committee; and

WHEREAS, the list of performance measures in this ordinance reflects direction given by the Metro Council's Community Planning Committee in regular meetings on April 17, 2001, and May 8, 2001, and experience gained since that direction; and

WHEREAS, Title 9 requires referral of corrective action to a Hearings Officer for a public hearing to review the data and gather additional data from interested persons; and

WHEREAS, the Council believes review of the data and performance measures can be accomplished better more effectively by MPAC and the ~~Transportation Policy Alternatives Committee ("TPAC")~~ Joint Policy Advisory Committee on Transportation ("JPACT"); and

WHEREAS, the date for performance reports to the Council has been revised to conform to city and county reporting dates to Metro in Titles 1 and 6 of the UGMFP; now, therefore

THE METRO COUNCIL ORDAINS AS FOLLOWS:

1. The performance measures contained in the document entitled "Performance Measures Report - Complete Results: An Evaluation of 2040 Growth Concept Policies and Implementation," dated December, 2002, as indicated in Exhibit A, attached and incorporated into this ordinance, are hereby adopted as Metro's performance measures in compliance with ORS 197.301(1) and Metro Code sections 3.07.910 and 3.07.920B.



2. Title 9 of the UGMFP is hereby amended, as indicated in Exhibit B, attached and incorporated into this ordinance, to respond to recommendations from MPAC and Metro's Growth Management Committee, and to bring the title up to date.

ADOPTED by the Metro Council this \_\_\_\_ day of \_\_\_\_\_ 2003.

\_\_\_\_\_  
David Bragdon, Council President

ATTEST:

Approved as to Form:

\_\_\_\_\_  
Recording Secretary

\_\_\_\_\_  
Daniel B. Cooper, Metro Attorney

## Exhibit B to Ordinance No. 03-991B

### TITLE 9: PERFORMANCE MEASURES

#### 3.07.910 Intent

In order to monitor progress in implementation of ~~this functional plan, the Urban Growth Management Functional Plan and to evaluate and improve the plan over time, and in order to implement Objective 10 of RUGGO,~~ Metro shall establish performance measures related to the measure and report on progress toward achievement and expected outcomes resulting from the implementation of ~~this the~~ functional plan.

#### 3.07.920 Performance Measures Adoption Measurement

A. Within three months of the adoption of this functional plan, the Metro Executive Officer shall submit to the Council the Executive Officer's recommendations for:

- ~~1. The Metro Council shall adopt and from time to time revise P~~performance measures to be used in evaluating the progress of the region in implementation of ~~this the Urban Growth Management f~~Functional pPlan; and,
- ~~2. Policies for corrective action should the performance measures indicate that the goals contained in the functional plan are not being achieved.~~

~~In developing these performance measures and policies, the Executive Officer shall use~~The measures shall be based upon the best technology available to Metro, and shall, in addition, submit the current and recent historic levels for the proposed performance measures.

B. ~~The Council, after receiving advice and comment from and shall, prior to adoption or revision, be subject to review by the Metropolitan Policy Advisory Committee and the Joint Policy Advisory Committee on Transportation, shall adopt a list of performance measures that will be used to monitor and evaluate this functional plan. The p~~Performance measures will shall be evaluated at least by the regional level, and, where appropriate, by Growth Concept design types, by regional and town center market areas, and by jurisdiction. Where appropriate ~~The~~ performance measures shall include ~~a biennial goals for the next six years~~ measures, and shall be accompanied by policies for adjusting the regional plans based on actual performance.

B. The following items, not in priority order, shall be considered a summary of fundamental goals of the region to be evaluated for performance:

- Encourage efficient use of land within the UGB by focusing on development of 2040 mixed use centers and corridors;
- Protect and restore the natural environment through actions such as protecting and restoring streams and wetlands, improving surface and ground water quality, and reducing air emissions;
- Provide a balanced transportation system including facilities for bicycling, walking and transit as well as for motor vehicles and freight;

- Maintain separation between the Metro Urban Growth Boundary and neighboring cities by working actively with these cities and their respective counties;
- Enable communities inside the Metro Urban Growth Boundary to preserve their physical sense of place by using, among other tools, greenways, natural areas, and built environment elements;
- Ensure availability of diverse housing options for all residents by providing a mix of housing types as well as affordable homes in every jurisdiction;
- Create a vibrant place to live and work by providing sufficient and accessible parks and natural areas, improving access to community resources such as schools, community centers and libraries as well as by balancing the distribution of high quality jobs throughout the region, and providing attractive facilities for cultural and artistic performances and supporting arts and cultural organizations; and
- Encourage a strong local economy by ensuring an adequate supply of land, providing for the orderly and efficient use of land, providing regional transportation investment to support development, balancing economic growth around the region and supporting high quality education.

CC. The performance measures shall include, but shall not be limited to the following at least the following measures, required by ORS 197.301(1), and may include other measures established by the Council:

1. Amount of land converted from vacant to other uses, according to jurisdiction, Growth Concept design type, and zoningThe rate of conversion of vacant land to improved land;
2. Number and types of housing constructed, their location, density, and costs, according to jurisdiction, Growth Concept design type, and zoningThe density and price ranges of residential development, including both single family and multifamily residential units;
3. The number of new jobs created in the region, according to jurisdiction, Growth Concept design type, and zoningThe level of job creation within individual cities and the urban areas of a county inside the district;
4. The amount of development of both jobs and housing that occurred as redevelopment or infill, according to jurisdiction, Growth Concept design type, and zoningThe number of residential units added to small sites assumed to be developed in the district's inventory of available lands but which can be further developed, and the conversion of existing spaces into more compact units with or without the demolition of existing buildings;
5. The amount of land that is environmentally sensitive that is permanently protected, and the amount of environmentally sensitive land that is developed;
6. Other measures that can be reliably measured and will measure progress in implementation in key areas;

76. ~~Cost of land based on lot prices according to jurisdiction, Growth Concept design type, and zoning; and according to redeveloped and vacant classifications~~The sales price of vacant land;
87. ~~The average vacancy rate for all residential units.~~Residential vacancy rates;
8. Public access to open spaces; and
9. Transportation measures including mobility, accessibility and air quality indicators.
- D. ~~Use of the performance measures.~~
- D. The performance measures will contain both the current level of achievement, using 2000 as the baseline year, and, as appropriate, the proposed level necessary to implement this functional plan and achieve the Metro 2040 Growth Concept adopted in the Regional Urban Growth Goals and Objectives (RUGGO). The performance measures will be used to evaluate and adjust, as necessary, Metro's functional plans, Urban Growth Boundary, and other regional plans.
- E. ~~By March July 1 of every other year beginning March 1, 1999 July 1, 2004, the Executive Officer Council President shall report to the Council an assessment of the regional performance measures, and recommend corrective actions, as necessary, consistent with the Metro Council's policies.~~
- F. ~~The Council shall refer the recommendations report to the Hearing Officer, who shall hold a hearing to review the data in the Executive Officer's report on the performance measures, and gather additional data from any interested party. The Hearing officer shall review all of the information presented on the performance measures. The complete record of information, findings of fact, and a recommendation shall be forwarded to the Council by the Hearing Officer the Metropolitan Policy Advisory Committee and the Joint Policy Advisory Committee on Transportation for review and recommendations to the Council on the region's performance, the performance measures, and any corrective action to improve performance.~~
- G. ~~The Council shall hold a public hearing on the record report and committee recommendations. After consideration of the record of the hearing, the Council shall adopt findings of fact, and take initiate any necessary corrective action by September 1 of the year.~~

## **Exhibit B to Ordinance No. 03-991B**

### **TITLE 9: PERFORMANCE MEASURES**

#### 3.07.910 Intent

In order to monitor progress in implementation of the Urban Growth Management Functional Plan and to evaluate and improve the plan over time, Metro shall measure and report on progress toward achievement and expected outcomes resulting from the implementation of the functional plan.

#### 3.07.920 Performance Measurement

- A. The Metro Council shall adopt and from time to time revise performance measures to be used in evaluating the progress of the region in implementation of the Urban Growth Management Functional Plan. The measures shall be based upon the best technology available to Metro and shall, prior to adoption or revision, be subject to review by the Metropolitan Policy Advisory Committee and the Joint Policy Advisory Committee on Transportation.. Performance shall be evaluated at the regional level, and, where appropriate, by Growth Concept design types, by regional and town center market areas, by jurisdiction. Where appropriate the performance measures shall include goals for the measures, and shall be accompanied by policies for adjusting the regional plans based on actual performance.
- B. The following items, not in priority order, shall be considered a summary of fundamental goals of the region to be evaluated for performance:
- Encourage efficient use of land within the UGB by focusing on development of 2040 mixed use centers and corridors;
  - Protect and restore the natural environment through actions such as protecting and restoring streams and wetlands, improving surface and ground water quality, and reducing air emissions;
  - Provide a balanced transportation system including facilities for bicycling, walking and transit as well as for motor vehicles and freight;
  - Maintain separation between the Metro Urban Growth Boundary and neighboring cities by working actively with these cities and their respective counties;
  - Enable communities inside the Metro Urban Growth Boundary to preserve their physical sense of place by using, among other tools, greenways, natural areas, and built environment elements;
  - Ensure availability of diverse housing options for all residents by providing a mix of housing types as well as affordable homes in every jurisdiction;
  - Create a vibrant place to live and work by providing sufficient and accessible parks and natural areas, improving access to community resources such as schools, community centers and libraries as well as by balancing the distribution of high quality jobs

throughout the region, and providing attractive facilities for cultural and artistic performances and supporting arts and cultural organizations; and

- Encourage a strong local economy by ensuring an adequate supply of land, providing for the orderly and efficient use of land, providing regional transportation investment to support development, balancing economic growth around the region and supporting high quality education.

C. The performance measures shall include at least the following measures, required by ORS 197.301(1), and may include other measures established by the Council:

1. The rate of conversion of vacant land to improved land;
2. The density and price ranges of residential development, including both single family and multifamily residential units;
3. The level of job creation within individual cities and the urban areas of a county inside the district;
4. The number of residential units added to small sites assumed to be developed in the district's inventory of available lands but which can be further developed, and the conversion of existing spaces into more compact units with or without the demolition of existing buildings;
5. The amount of land that is environmentally sensitive that is permanently protected, and the amount of environmentally sensitive land that is developed;
6. The sales price of vacant land;
7. Residential vacancy rates;
8. Public access to open spaces; and
9. Transportation measures including mobility, accessibility and air quality indicators.

D. The performance measures will contain both the current level of achievement, using 2000 as the baseline year, and, as appropriate, the proposed level necessary to implement this functional plan and achieve the Metro 2040 Growth Concept adopted in the Regional Urban Growth Goals and Objectives (RUGGO). The performance measures will be used to evaluate and adjust, as necessary, Metro's functional plans, Urban Growth Boundary, and other regional plans.

E. By July 1 of every other year beginning July 1, 2004, the Council President shall report to the Council an assessment of regional performance.

F. The Council shall refer the report to the Metropolitan Policy Advisory Committee and the Joint Policy Advisory Committee on Transportation for review and recommendations to the Council on the region's performance, the performance measures, and any corrective action to improve performance.

- G. The Council shall hold a public hearing on the report and committee recommendations. After consideration of the record of the hearing, the Council shall adopt findings of fact and initiate any necessary corrective action by September 1 of the year.

## **STAFF REPORT**

### **CONSIDERATION OF ORDINANCE NO. 03-991B FOR THE PURPOSE OF ADOPTING PERFORMANCE MEASURES TO MONITOR THE PROGRESS OF IMPLEMENTING THE URBAN GROWTH MANAGEMENT FUNCTIONAL PLAN AND AMENDING TITLE 9 (PERFORMANCE MEASURES) OF THE URBAN GROWTH MANAGEMENT FUNCTIONAL PLAN**

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Date: January 17, 2003

Presented by: Andy Cotugno and  
Gerry Uba

## **BACKGROUND**

Oregon State Law (ORS 197.301) established nine subjects for performance measures for Metro to compile and report to the Department of Land Conservation and Development "... at least every two years." Title 9 of the Functional Plan adopted by the Council in 1996 also established eight performance measures for monitoring the implementation and outcome of the plan.

On March 24, 1999, the Metro Policy Advisory Committee (MPAC) reviewed a revised list of performance measures recommended by Metro Technical Advisory Committee (MTAC) and made additional recommendations to the Metro Council to adopt revised performance measures. On November 12, 1999, the Council Growth Management Committee voted to forward MPAC recommendations to the Council via Resolution No. 99-2859. On November 18, 1999, the Metro Council adopted Resolution No. 99-2859 directing staff to: a) change the performance measures base line date to 1999 and the reporting deadline to mid-year; b) refine the list of measures in Title 9 with those recommended by MPAC and MTAC; c) complete performance measures reports in years when an Urban Growth Report is not done; d) decouple corrective actions from the reporting and analysis component of the performance measures; e) create a small number of additional measures representing broader issues; and f) draft an ordinance amending Title 9 of the Functional Plan with the aforementioned items.

Staff has worked diligently since late 2000 to use the State and Metro mandated measures and additional measures to evaluate the implementation and outcome of the Functional Plan and other Metro regional plans. As no date was given for the consideration of an ordinance that reflects the aforementioned changes in Resolution No. 99-2859, it considered to be a better approach to make the amendments along with consideration of the actual performance measures. Ordinance No. 03-991 reflects the changes authorized by Resolution No. 99-2859 and additional changes to improve implementation of Title 9.

In order to adequately evaluate the 2040 Growth Concept which the Functional Plan is intended to implement, and to respond to the need to create additional measures (as stated in Resolution No. 99-2859), staff worked with various Metro committees to develop additional measures. These committees include MTAC, the Transportation Policy Alternatives Committee (TPAC), Greenspaces Technical Advisory Committee, Water Resources Policy Advisory Committee, Metro Committee for Citizen Involvement, and the Affordable Housing Technical Advisory Committee.

The Council Community Planning Committee (CPC) also directed staff to prepare the performance measures report as a livability report while addressing the following:

- a) Progress on the implementation of 2040 Growth Concept
- b) Outputs (the amount of effort that has been made) and outcomes (how the region has improved)
- c) Existing conditions



- d) Areas where the region and local governments have met or exceeded goals
- e) Public survey to augment the quantitative data.

Over 135 performances indicators were initially identified and organized by the following eight 2040 fundamental values approved by the CPC.

1. ***Encourage the efficient use of land within the UGB by focusing on development of 2040 mixed use centers and corridors***
2. ***Protect and restore the natural environment through actions such as protecting and restoring streams and wetlands, improving surface and ground water quality, and reducing air emissions***
3. ***Provide a balanced transportation system including safe, attractive facilities for bicycling, walking and transit as well as for motor vehicles and freight***
4. ***Maintain separation between the Metro region and neighboring cities by working actively with these cities and their respective counties***
5. ***Enable communities inside the Metro area to preserve their physical sense of place by using, among other tools, greenways, natural areas, and built environment elements***
6. ***Ensure availability of diverse housing options for all residents by providing a mix of housing types as well as affordable homes in every jurisdiction***
7. ***Create a vibrant place to live and work by providing sufficient, accessible parks and natural areas, improving access to community resources such as schools, community centers and libraries as well as by balancing the distribution of high quality jobs throughout the region, and providing attractive facilities for cultural and artistic performances and supporting arts and cultural organizations***
8. ***Encourage a strong local economy by providing an orderly and efficient use of land, balancing economic growth around the region and supporting high-quality education.***

Staff worked with MTAC and TPAC to develop a list of criteria for prioritizing the indicators. On April 17, 2001, a draft recommendation of approximately 100 indicators that should be measured in phase one of this project was presented to the Council CPC for review and approval. Data collection and documentation was managed with a “Data Collection Table” developed specifically to define and track each indicator and document the difficulties experienced.

In addition to the quantitative indicators, staff developed qualitative indicators that were considered to measure subjective issues that were difficult to quantify. The qualitative indicators were implemented through a survey of local elected officials and planning commissioners. The survey (containing 22 questions) was mailed directly to the region's 330 elected officials and planning commissioners. The total number of completed surveys received was 93, representing a 28 percent response rate. The survey provided an assessment of the qualities of the region as well as present and future growth management challenges.

Between the spring of 2001 and the fall of 2002, staff collected and analyzed data for a little over half of the identified indicators. Data limitations reduced the number of indicators analyzed to 80. The analysis referenced targets stated in the Regional Framework Plan and the Urban Growth Management Functional Plan, and efforts were made to avoid editorial commentary and suggestions of which policies may need revisiting. Results of the survey of local government officials and planning commissioners were also included in the analysis.

The final product of the analysis is the “Performance Measures Report: Complete Results – An Evaluation of 2040 Growth Concept Policies and Implementation, December 2002.” Extensive review of

the report and the summary by various Metro and non-Metro staff resulted in the final draft (Exhibit A to Ordinance 03-991). The Metro staff included the Planning Department, Executive Office, Parks and Greenspaces Department and the Regional Environmental Management Department. Review by representatives from outside Metro included MTAC, and staff of the Oregon Department of Environmental Quality, Port of Portland and Tri-Met.

*Process for Reaching Conclusions:* Title 9 requires that upon completion of the performance measures report, the Executive Officer shall report an assessment of the regional performance measures, along with recommendation of corrective actions, to the Metro Council. Thereafter, Metro Code requires the Council to refer the recommendations to a Hearing Officer. The Hearing Officer is expected to hold a hearing to review the data and gather additional data from interested party.

MPAC, MTAC and TPAC review could accomplish the intent of a Hearing Officer review of the performance measures report. Also, the requirement of the Executive Officer to report an assessment of the regional performance measures along with recommendations on corrective actions could be accomplished by the Council President. In addition, the use of a Hearing Officer to review the recommendations on corrective actions could also be accomplished by MPAC. The cost of setting up a Hearing Officer, including the cost for additional data gathering by the Hearing Officer as required by Title 9 could be saved.

*Corrective Actions:* Through the Periodic Review program, an extensive assessment of the region's remaining capacity within the UGB was conducted recently and the Metro Council adopted corrective actions in December 2002. Recommendation of corrective actions is premature at this time because some of the key land use data in the performance measures report are baseline data, starting in 2000. It is unclear whether actual trends have been established by reviewing two-years of data, additional time and data is suggested before additional corrective actions are considered. Accordingly, staff recommends that corrective actions not be considered at this time.

## **ANALYSIS/INFORMATION**

### Known Opposition

Staff is not aware of any opposition to the proposed legislation.

### Legal Antecedents

Oregon State Law (ORS 197.301) and Metro Code 3.07.910 et. seq. Both legislation established subjects for performance measures for Metro to compile and report to the Department of Land Conservation and Development.

### Anticipated Effects

Ordinance No. 03-991 would:

- Adopt performance measures contained in the Performance Measures Report attached to the ordinance to comply both with State law and Metro Code;
- Amend Title 9 (Performance Measures) of the Urban Growth Management Functional Plan to respond to Metro Council Resolution No. 99-2859 and other suggested improvements;
- Amend Title 9 to state that the requirements that the Executive Officer report an assessment of the regional performance measures, along with recommendation of corrective actions, to the Metro Council would be accomplished by the Council President; and
- Amend Title 9 to state that the requirement of the Council to refer the recommendations to a Hearing Officer and for the Hearing Officer to hold a hearing to review the data and gather additional data

from interested party would be accomplished MPAC, MTAC AND TPAC review.

Budget Impacts

None

**RECOMMENDED ACTION:**

Staff recommends the adoption of Ordinance 03-991 to comply with ORS 197.301 and Metro Code sections 3.07.910 and 3.07.920B, and to respond to Resolution No. 99-2859.

In compliance with ORS 197.301, staff also recommends submitting the performance measures report to the State Department of Land Conservation and Development.

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BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF DIRECTING THE CHIEF ) Resolution No. 03-3262  
OPERATING OFFICER TO SUBMIT THE )  
PERFORMANCE MEASURES REPORT TO THE ) Introduced by the 2002 Community  
OREGON DEPARTMENT OF LAND ) Planning Committee  
CONSERVATION AND DEVELOPMENT )

WHEREAS, ORS 197.301(1) requires Metro to adopt performance measures and to report to the Department of Land Conservation and Development on the measures at least every two years; and

WHEREAS, the Regional Framework Plan requires the Metro Council to develop performance measures in consultation with the Metropolitan Policy Advisory Committee ("MPAC"); and

WHEREAS, Title 9 of the Urban Growth Management Functional Plan requires Metro to establish performance measures to monitor implementation of the plan and requires the Council President to assess the measures and recommend any necessary corrective actions to the Council; and

WHEREAS, the first performance measures report has been developed in consultation with the MPAC and the Joint Policy Advisory Committee on Transportation ("JPACT"); and

WHEREAS, by Ordinance No. 03-991B, adopted March \_\_\_\_ 2003, the Council adopted performance measures; and

WHEREAS, by Ordinance No. 02-969B, adopted on December 5, 2002, the Council took corrective actions to improve performance under the Functional Plan; now, therefore,

BE IT RESOLVED:

The Chief Operating Officer shall:

- (1) Submit the Performance Measures Report, with the performance measures adopted by the Metro Council in Ordinance No. 03-991B, to the Oregon Department of Land Conservation and Development as soon as practical, in compliance with ORS 197.301(1);
- (2) Prepare for Council consideration appropriate amendments to the Regional Framework Plan to incorporate the 2040 Fundamentals, as set forth in Exhibit A, attached and incorporated into this resolution;
- (3) Prepare for Council consideration a prioritization of performance measures (indicators) and recommendations, if any, for changes to or additions or deletions of measures;
- (4) Prepare for Council consideration a set of "benchmarks" or targets against which changes recorded through performance measurement are evaluated; and

- (5) Present items (2) through (4) to MPAC and JPACT for recommendations on those items to the Council.

ADOPTED by the Metro Council this \_\_\_\_ day of \_\_\_\_\_ 2003.

\_\_\_\_\_  
David Bragdon, Council President

Approved as to Form:

\_\_\_\_\_  
Daniel B. Cooper, Metro Attorney

## STAFF REPORT

IN CONSIDERATION OF RESOLUTION NO. 03-3262 FOR THE PURPOSE OF DIRECTING THE CHIEF OPERATING OFFICER TO SUBMIT THE PERFORMANCE MEASURES REPORT TO THE OREGON DEPARTMENT OF LAND CONSERVATION AND DEVELOPMENT

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Date: February 13, 2003

Presented by: Andy Cotugno and  
Gerry Uba

## BACKGROUND

Oregon State Law (ORS 197.301) established nine subjects for performance measures for Metro to compile and report to the Department of Land Conservation and Development at least every two years. Title 9 of the Functional Plan adopted by the Council in 1996 also established eight subjects for performance measures for monitoring the implementation and outcome of the plan.

In order to adequately evaluate the 2040 Growth Concept which the Functional Plan is intended to implement, Metro staff has worked with various Metro committees to develop additional measures. These committees include Metro Technical Advisory Committee (MTAC), the Transportation Policy Alternatives Committee (TPAC), Greenspaces Technical Advisory Committee, Water Resources Policy Advisory Committee, Metro Committee for Citizen Involvement, and the Affordable Housing Technical Advisory Committee. Over 140 performance indicators were initially identified. Data difficulty and limited resources reduced the number of indicators measured to 80.

Between the spring of 2001 and the fall of 2002, staff collected and analyzed data for the indicators. The analysis included results of a survey of local elected officials and planning commissioners. The analysis referenced targets stated in the Regional Framework Plan and other regional plans while efforts were made to avoid editorial commentary and suggestions of which policies may need revisiting.

Extensive review of the Performance Measures Complete Results report by various Metro and non-Metro staff resulted in the final copy. The process of the adoption of the performance measures report by the Metro Council includes additional review by Metro Policy Advisory Committee (MPAC), Joint Policy Advisory Committee on Transportation (JPACT), MTAC and TPAC, and Metro Council deliberation of the MPAC, JPACT, MTAC and TPAC recommendations.

## ANALYSIS/INFORMATION

### Known Opposition

Staff is not aware of any opposition to the proposed legislation.

### Legal Antecedents

Oregon State Law (ORS 197.301) and Metro Code 3.07.910 et. seq. Both legislation established subjects for performance measures for Metro to compile and report to the Department of Land Conservation and Development.

### Anticipated Effects

Resolution No. 03-3262 would direct the Chief Operating Officer to submit the Performance Measures Report, with the performance measures adopted by the Council in Ordinance No. 03-991, to the Oregon Department of Land Conservation and Development, in compliance with ORS 197.301(1).

Resolution No. 03-3262 would also direct the Chief Operating Officer to prepare the following for Council consideration: a) amendments to the Regional Framework Plan to incorporate the 2040 Fundamentals in the Performance Measures Report; b) prioritized list of performance indicators; and c) a set of benchmarks or targets against which changes through performance measures are evaluated.

Budget Impacts

None

**RECOMMENDED ACTION:**

Staff recommends the adoption of Resolution No. 03-3262 to direct the Chief Operating Officer to submit the Performance Measures report to the Oregon Department of Land Conservation and Development in compliance to ORS 197.301.

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DECEMBER 2002

# Metro land use and transportation goals

2002 status report on 2040 growth management policies

**W**ith adoption of the 2040 Growth Concept in 1995, the Metro Council unveiled its long-term vision for managing growth in the Portland metropolitan area. The 2040 Growth Concept was incorporated into the Metro's Regional Framework Plan. The Framework Plan includes the Regional Urban Growth Goals and Objectives, the 2040 Growth Concept, the Regional Transportation Plan and the Green-spaces Master Plan. The growth concept policies were condensed into eight fundamental values to focus the scope of the performance measures effort and report.

This report is a snapshot of how the Portland region is doing in relation to Metro's growth management goals. In some areas, insufficient data exists to draw defensible conclusions. Therefore, Metro will continue to work to ascertain certain performance measures, including protection of natural resources, conservation of greenbelts between communities, land values and development in town and regional centers.

With adoption of the Urban Growth Management Functional Plan (Functional Plan) in 1996, the Metro Council approved policies to implement the 2040 Growth Concept and committed to monitoring the progress of these policies. In addition to these performance measures requirements, in 1997 the Oregon Legislature established performance measures for Metro. This report represents Metro's first effort to assess its progress and to satisfy state and Metro monitoring requirements.

## Metro regional 2040 fundamental values

- Encourage a strong local economy
- Encourage the efficient use of land
- Protect and restore the natural environment
- Maintain separation between the metro region and neighboring cities
- Provide a balanced transportation system
- Enable communities within Metro to preserve their physical sense of place
- Ensure diverse housing options for all residents
- Create a vibrant place to live and work



**METRO**

PEOPLE PLACES  
OPEN SPACES







## **Metro**

### **People places • open spaces**

Metro serves 1.3 million people who live in Clackamas, Multnomah and Washington counties and the 24 cities in the Portland metropolitan area. The regional government provides transportation and land-use planning services and oversees regional garbage disposal and recycling and waste reduction programs.

Metro manages regional parks and greenspaces and owns the Oregon Zoo. It also oversees operation of the Oregon Convention Center, the Portland Center for the Performing Arts and the Portland Metropolitan Exposition (Expo) Center, all managed by the Metropolitan Exposition Recreation Commission.

### **Your Metro representatives**

Auditor – Alexis Dow, CPA; Metro Council President David Bragdon; Rod Park, District 1; Brian Newman, District 2; Carl Hosticka, District 3; Susan McLain, District 4; Rex Burkholder, District 5; Rod Monroe, District 6.

Metro's web site: [www.metro-region.org](http://www.metro-region.org)

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**If you don't measure results, you can't tell success from failure.**

**If you can't see success, you can't reward it.**

**If you can't see failure, you can't correct it.**

*Osborne and Gaebler, Reinventing Government, 1992*



## Encouraging a strong local economy

(For more detail, see Complete Results Report – Fundamental #8)

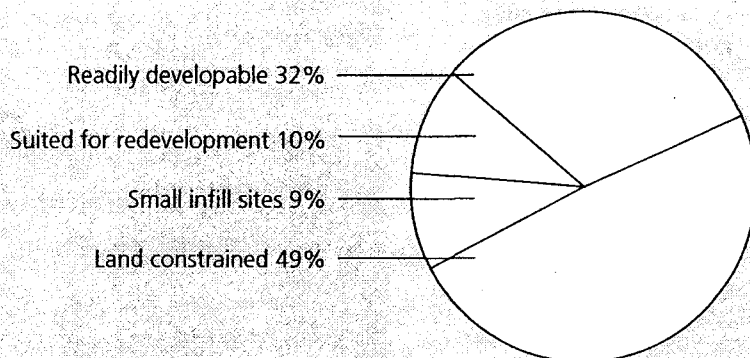


### Commercial, industrial and mixed-use land supply

Recently, land zoned for industrial and commercial activities decreased, while land zoned for mixed-use development increased.

Land Supply	1999	2000
Total vacant land zoned industrial (acres)	9,924	9,612
Total vacant land zoned commercial (acres)	2,180	1,929
Total vacant land zoned mixed-use (acres)	5,024	5,256

About one-half of the total vacant industrial land available in 2000 (Tier B land)\* is limited for development due to physical and market constraints such as infrastructure improvements (roads, sewers, water service), difficult environmental restrictions to overcome, ownership (i.e., lease only), land banking and marine or air restrictions. Note: As of Dec. 2002, the Metro Council expanded the UGB, including an additional 2,851 acres of commercial and industrial land, and referred this to the state Land Conservation and Development Commission for acknowledgment.



Amount of Vacant Buildable Industrial Land within the UGB – Net Acres  
(includes partially developed acres)

Vacant Industrial Land	Less than 1-acre lot	1 to 5	5 to 10	10 to 25	25 to 50	50 to 100	100-plus acre lot	Total	% Total
Readily developable	53	518	431	484	348	171	89	2,093	32%
Land constrained	67	789	678	760	769	149	–	3,212	49%
Small infill sites	281	264	45	–	–	–	–	590	9%
Suited for redevelopment	31	236	156	99	47	53	–	623	10%
<b>Total</b>	<b>432</b>	<b>1,807</b>	<b>1,309</b>	<b>1,343</b>	<b>1,164</b>	<b>373</b>	<b>89</b>	<b>6,517</b>	<b>100%</b>

\*Tier A land is land without major development constraints; Tier B land is constrained by factors described; Tier C is land with infill sites smaller than 1 acre (per property tax assessment records); and Tier D land is considered to be suited for redevelopment.



## Land Values

Land price data from the Urban Land Institute (Market Profiles) shows the price of industrial land inside the UGB experienced the greatest increase of all land types from 1995 to 1999, followed by land for office parks and land for single-family residential uses.

Typical Vacant Land Price	1995	1999	Percent Change
Single-Family Lots	\$ 77,700	\$105,167	35%▲
Commerical (Acre) Shopping Center	386,410	414,905	7%▲
<b>Commercial (Square Feet) Office market</b>			
Downtown	85.50	84	2%▼
Suburban high-rise	12	15	25%▲
Office park	7	9.75	39%▲
<b>Industrial (Acre)</b>			
Industrial parks	\$54,450 – 108,900	\$133,000 – 190,000	98%▲
Flex or hybrid industrial parks	\$141,570 – 163,350	\$255,000 – 440,000	128%▲

Source: ULI (Urban Land Institute) Market Profiles 2000

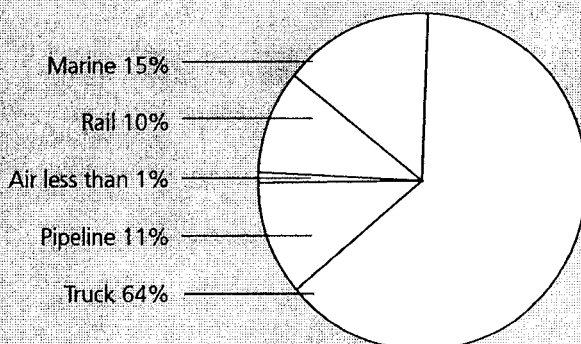
▲ = increase ▼ = decrease

## Movement of Goods

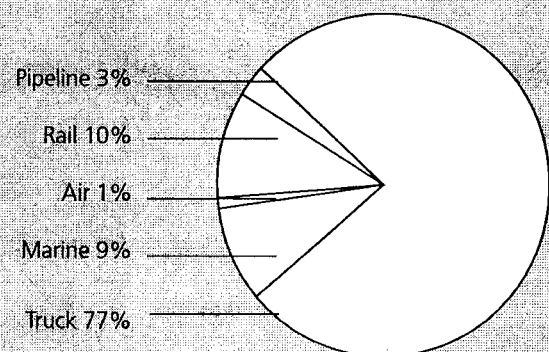
Trucks carry the largest amount of freight to and away from the Portland area than any other mode. Most of the products carried by trucks are wood products and non-metallic mineral products. Rail and marine modes transport primarily cereal grains. Air freight predominantly consists of electronic components and mail while pipelines move gas, fuel and other petroleum and coal products.



**Freight Tonnage (1997)**  
(in 1000s of short tons and % of regional total)



**Freight Value (1997)**  
(in millions and % of total regional freight value)



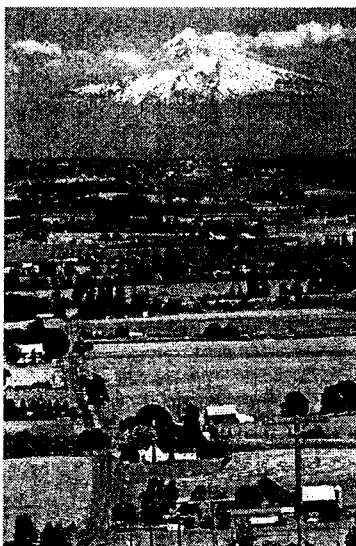


# Encouraging efficient land use

## Residential

Density in established single-family residential neighborhoods remains stable.

The intent of the 2040 plan is to protect established single-family neighborhoods by focusing new growth in town and regional centers and along transit corridors. Some established single-family neighborhoods have experienced slight increases in density while others have experienced slight decreases. Metro expected existing neighborhoods to accommodate only slightly higher levels of density. The intent of the 2040 plan was to protect the character of established single-family neighborhoods.



Density of persons in established neighborhoods

Established Neighborhood or Locale (and census tract #)	Persons per Acre 1990	Persons per Acre 2000	% Change 1990-2000
Alameda (31)	14.9	14.3	-4%
Beaverton (312)	10.4	11.7	13%
Hawthorne (13.02)	15.2	14.6	-4%
Hillsboro ( 324.04)	6.3	7.1	13%
Irvington (24.01, 25.01)	14.0	13.5	-4%
Lake Oswego (202)	3.5	3.6	3%
Oak Grove (213, 214)	5.5	5.8	5%

Density of houses in established neighborhoods

Established Neighborhood or Locale (and census tract #)	Houses per Acre 1990	Houses per Acre 2000	% Change 1990-2000
Alameda (31)	5.9	6.0	2%
Beaverton (312)	5.2	5.3	2%
Hawthorne (13.02)	6.7	6.8	2%
Hillsboro ( 324.04)	2.1	2.5	19%
Irvington (24.01, 25.01)	5.3	5.4	2%
Lake Oswego (202)	1.6	1.8	12%
Oak Grove (213, 214)	2.2	2.5	14%



New residential development on vacant land has become more compact. Most of the increased efficiency has been in new multi-family development, with only slight increases in new single-family development. As a result, the region is consuming fewer acres per residential development while accommodating more population inside the UGB.

Year	New Single-Family Density	New Multi-Family Density
1999	5.9 homes per acre	16.4 homes per acre
2000	6.2 homes per acre	21.6 homes per acre

Year	New Residential Land Developed inside the UGB	Population Accommodated inside the UGB
1999	1,468 acres	22,000 people
2000	1,087 acres	32,970 people

#### Density: Comparison of metropolitan regions

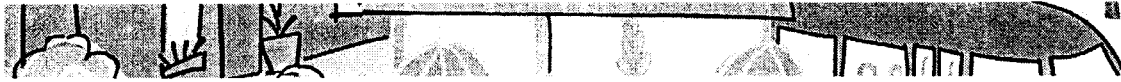
While growing more than the national average, our metropolitan area's residential density remains similar to other large western metropolitan areas that also experienced more than 30 percent population change between 1982 and 1997 (Los Angeles and San Francisco are excluded because they are significantly larger metropolitan areas compared to others on the West Coast).

Metropolitan Area	Population Change 1982-1997	Urbanized Area Change 1982-1997	Persons Per Acre 1997
San Diego	38%	44%	7.5
Phoenix	73%	42%	7.2
Las Vegas	131%	53%	6.7
Sacramento	46%	50%	5.6
<b>Portland – Vancouver</b>	<b>32%</b>	<b>49%</b>	<b>5.1</b>
Seattle – Tacoma	33%	51%	5.1
Salt Lake City – Ogden	30%	50%	5.0
Denver – Boulder	30%	43%	4.5
<b>U.S. Metropolitan Average</b>	<b>17%</b>	<b>47%</b>	<b>4.2</b>

#### Population, households and employment attracted to the region (capture rate)

The Metro UGB attracts a majority of all population, households and employment in the four-county area.

Period	Household	Population	Employment
10-year rate <b>1980 to 1990</b>	58%	62%	76%
10-year rate <b>1990 to 2000</b>	73%	69%	73%
20-year rate <b>1980 to 2000</b>	68%	67%	74%



## Employment

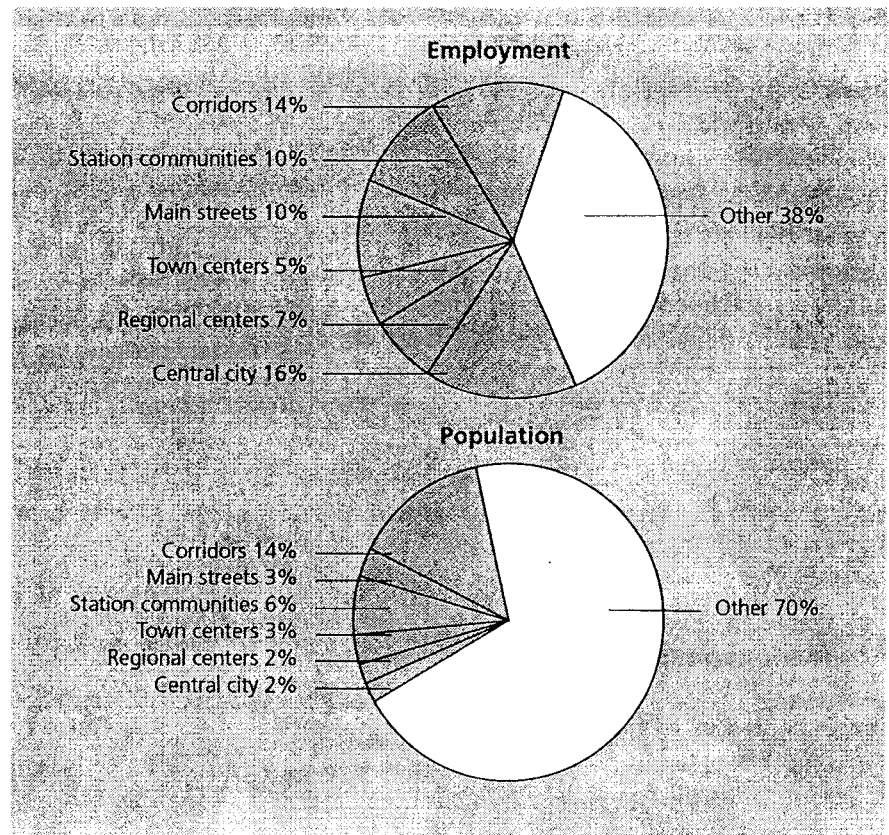
Available data show a decrease in commercial jobs accommodated per acre, and an increase in industrial jobs accommodated per acre.

Industrial Land and Jobs in UGB	1999	2000
Total developed land in industrial areas (acres)	24,925	24,523
Total industrial jobs	292,859	335,931
Jobs per acre of developed industrial land	11.7	13.7

Commercial Land and Jobs in UGB	1999	2000
Total developed land in commercial areas (acres)	13,994	15,166
Total commercial jobs	453,567	447,762
Jobs per acre of developed commercial land	32.4	29.5

## Mixed-use centers

A majority of the region's employment and a portion of the region's population are located in the mixed-use areas and corridors.

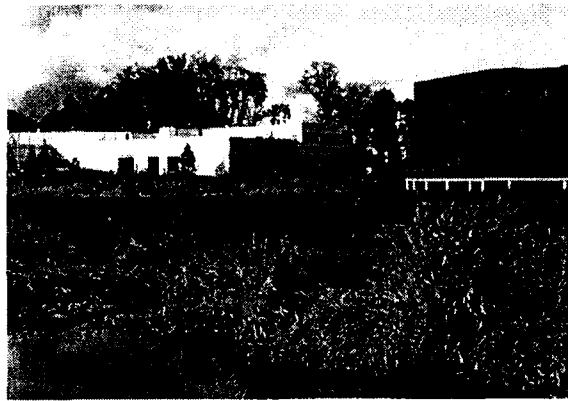




## Protecting and restoring the natural environment

### Natural area protection through acquisition

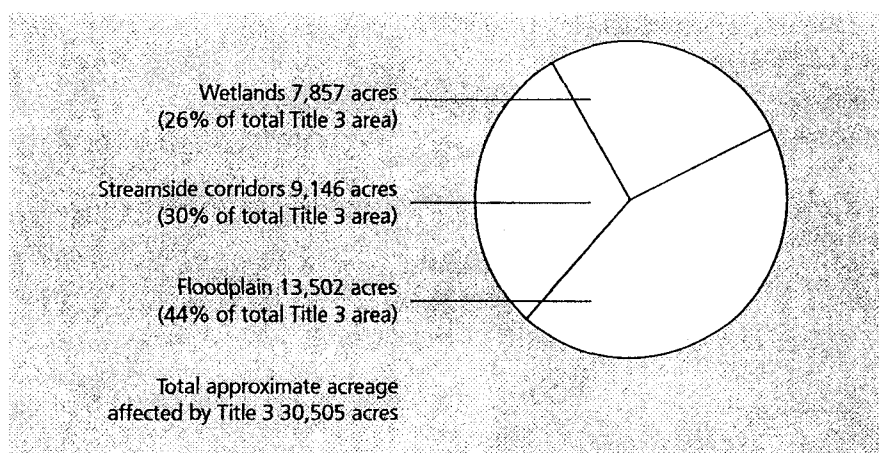
Metro has exceeded acreage goals for open space acquisition set by the 1995 open spaces bond measure. Both Metro and local governments continue to acquire open spaces with bond measure money and other funds.



<b>Acreage target for 1995</b>	<b>\$135.6 million bond measure</b>	<b>= 6,000 acres</b>
<b>Acreage acquired as of December 2002</b>	<b>(includes 62+ miles of stream banks)</b>	<b>= 7,877 acres</b>
<b>Bond measure money remaining for regional acquisition as of December 2002</b>		<b>= Approximately \$8 million</b>

### Natural area protection through regulation

Approximately 13 percent of the land area in the UGB are sensitive natural areas affected by Metro's regional water quality and floodplain protection program (Title 3).



### Waste management

Although the amount of waste recovered per capita has increased from 1995 to 2000, the region did not meet its total recovery goal.

Amount of waste disposed per capita has increased during the last five years.

<b>Waste Recovery</b>	<b>1995</b>	<b>2000</b>	<b>2000 Actual Rate</b>	<b>2000 Goal</b>
Waste recovered (tons)	735,231	970,850	45%	52%
Waste recovered per capita (pounds)	1,120	1,338	n/a	n/a

<b>Waste Disposal</b>	<b>1995</b>	<b>2000</b>
Waste disposed (tons)	995,035	1,207,348
Waste disposed per capita (pounds)	1,520	1,663



## Providing Transportation Choices

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The Regional Transportation Plan (RTP) was adopted in August 2000 and identifies nearly \$8 billion of priority investments to address growth, congestion, serve the regional economy, and maintain clean air and water. The investments cover a range of travel options, and are intended to provide a range of travel choices for the transportation consumer, to move freight efficiently, and to minimize the time spent in traffic congestion. Transportation measurements focus on: congestion, travel trends, transportation investment and air quality.

### Congestion

According to the Texas Transportation Institute (TTI) of Texas A & M University, traffic congestion continues, and that even if transportation officials “do all the right things the likely effect is that congestion will continue to grow.” In the June 2002 “Urban Mobility Report,” TTI researchers conclude that more than road building is needed to stem the tide of growing congestion, although strategic road investments are part of the overall solution. TTI notes that congestion relief strategies also should include high-occupancy vehicle lanes, toll lanes and congestion pricing, more travel options (including investments in transit, biking and walking), managing demand (such as telecommuting, flexible work hours), better land-use planning that results in



shorter trips, increasing the efficiency of the existing system through better traffic management, better construction management and better management of traffic disruptions such as crashes and breakdowns.

Metro's Regional Transportation Plan and local governments have been attacking congestion on all the fronts identified by TTI, but more needs to be done. In particular, the region is falling behind the investment schedule called for in the RTP (see Transportation Investment on page 12). The following indicators provide a preliminary analysis of congestion in the Metro area:

### Street connectivity

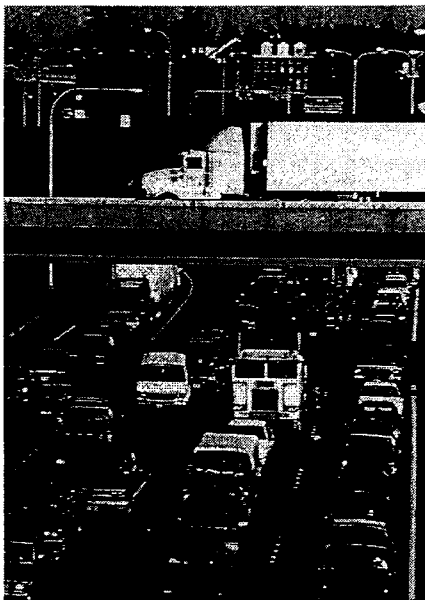
One method to help reduce congestion is to develop a connected street system. A connected street system disperses longer distance trips onto the arterial system that is designed for higher speeds and less access to property. A connected system of local and collector streets can then handle short distance trips and access to property. Recognizing these benefits, all the jurisdictions in the metro region have amended their development codes to require 10 to 16 street connections per linear mile in new developments that construct new streets. (By connecting streets at between 10 to 16 connections per mile, delay on the regional system can be reduced by up to 19 percent and arterial traffic decreased by up to 12 percent. Benefits also accrue to pedestrians and bicyclists who in turn have direct routes to shopping, transit lines or other destinations.)



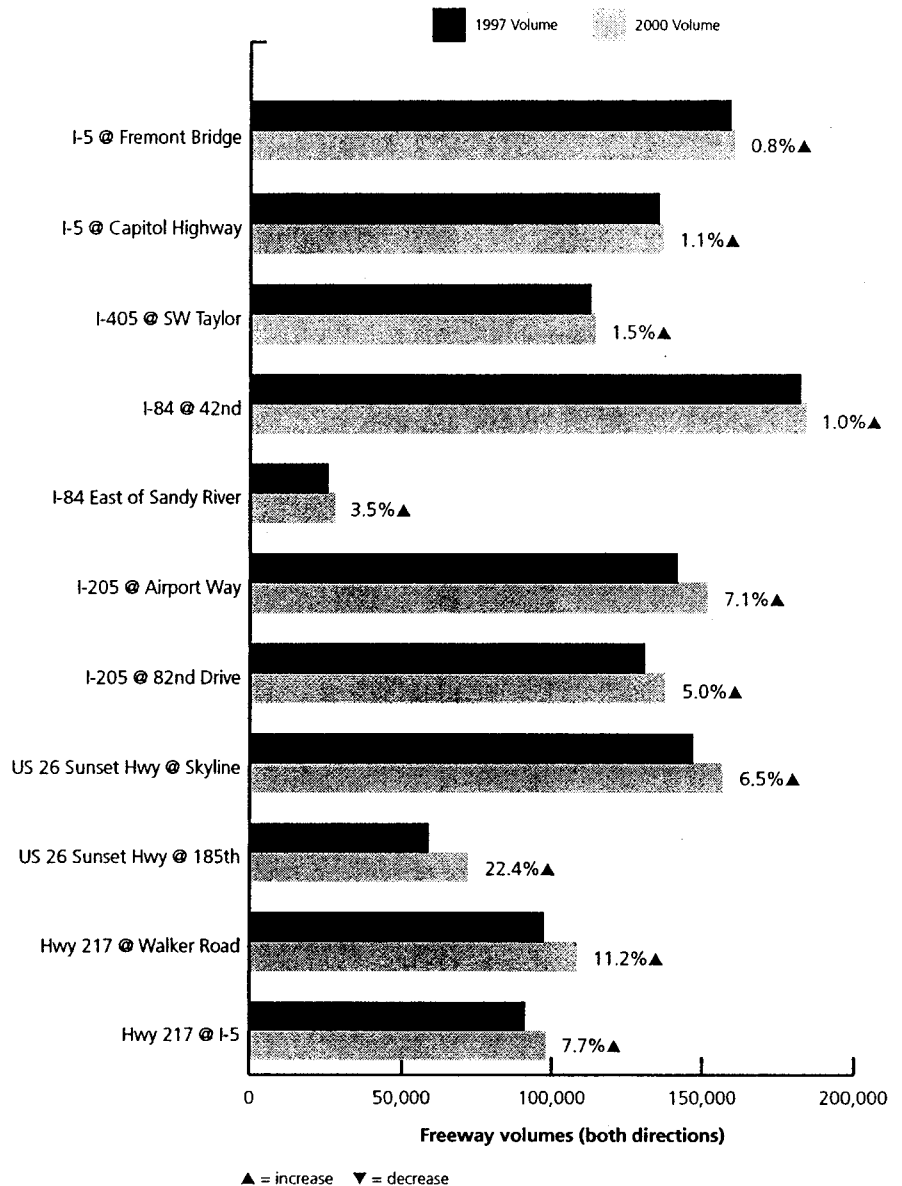


## Freeway traffic

Despite growth in transit ridership and a stable rate of travel per person, suburban freeways continue to experience greater demand due to overall growth in the number of people in the region, and consequently drivers. In particular, Washington County freeway travel reflects the intense growth in employment and population in the county. Travel along I-205 reflects increasing residential growth in Clark and Clackamas counties.



Average weekday freeway volumes 1997-2000  
(both directions)

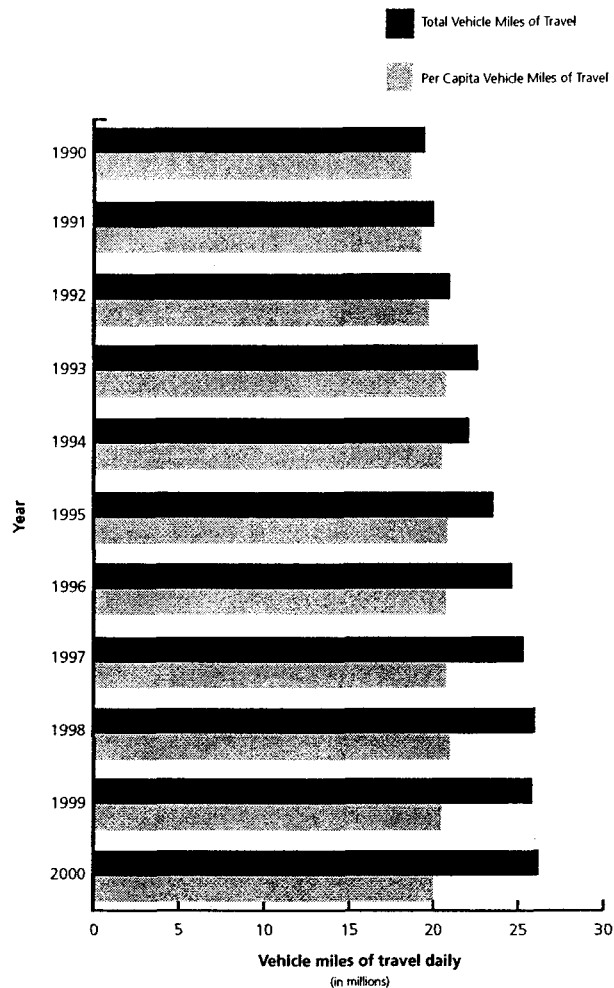




## Travel trends – vehicle miles

There are more people and goods being moved on our transportation facilities than ever before. However, growth in travel on a per capita basis has stabilized after significant growth in the 1980s, and public transit ridership is growing faster than total miles of travel and population. A positive trend in the late 1990s is that travel on a per person (capita) basis is stabilizing and even showing signs of dropping. This means that people are having to drive fewer miles per day in order to reach employment, shopping, recreational, social and other travel destinations.

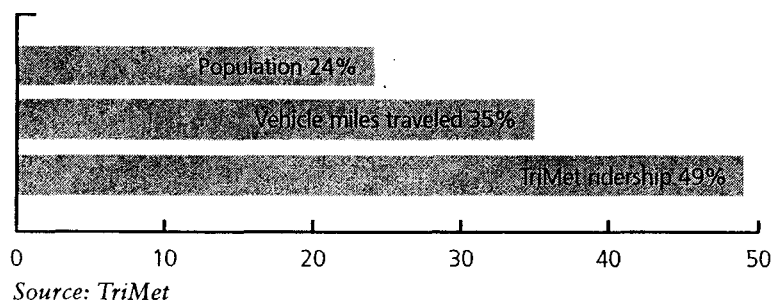
Vehicle miles of travel daily – Portland Metro area (Oregon only)



## Travel trends – transit ridership

Public transportation has been asked to carry more and more of the overall travel load, particularly during the morning and afternoon peak hours and in the most congested corridors. This chart shows that recent investments in transit have resulted in large gains in ridership. Since 1990, ridership on buses and light rail has grown at a rate significantly higher than both the population and vehicle miles of travel.

TriMet ridership 1990-2000 (percent growth)





Average weekday originating rides – bus and MAX

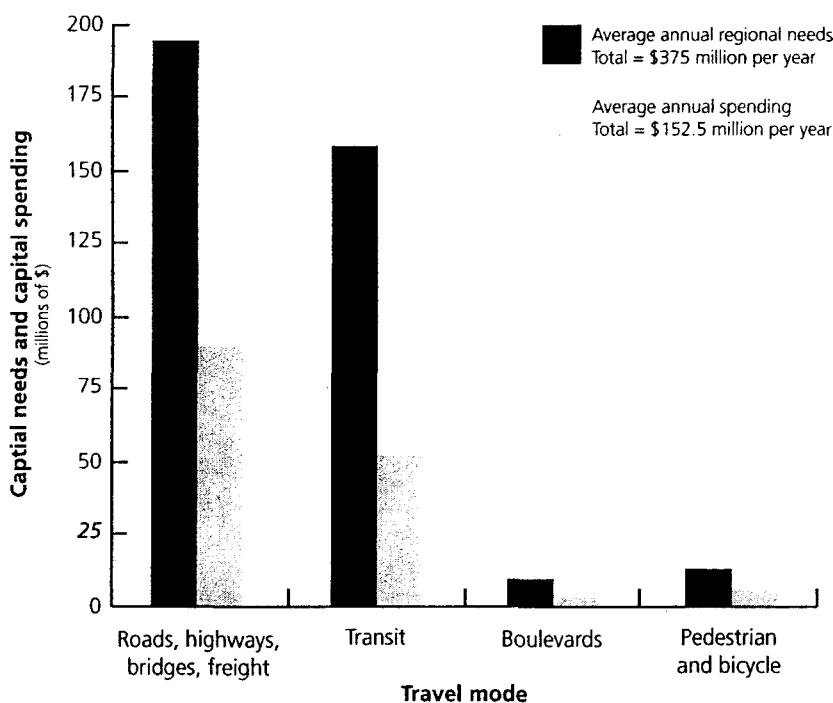
Bus and Rail	1998	2002	% Change 1998-2002
<b>Bus Total</b>	152,400	160,100	5.05%
<b>MAX</b>			
Eastside MAX	25,000	32,800	31.20%
Westside MAX		24,300	
Airport MAX (Gateway to Airport)		2,300	
<b>MAX Total</b>	25,000	59,400	138.00%
<b>Bus and MAX Total</b>	177,400	219,500	24.00%

Source: TriMet

## Transportation Investment

Approximately \$635 million is spent annually on transportation in the metro area on capital, preservation and maintenance. This includes spending for roads, public transportation, bike facilities, sidewalks and miscellaneous other projects. 70 percent of that total (\$430 million) goes to preserve and maintain the existing system of roads, bridges and other facilities, and to operate the transit system. While that amount nearly meets our annual need for preservation and maintenance, the region significantly underinvests in capital improvements. In order to implement the \$8 billion package of priority projects, the region should be investing \$375 million per year in new capital projects. As can be seen, investments in all modes of travel are lagging.

Average annual regional transportation capital needs and annual capital spending  
(millions of \$)





## Air Quality

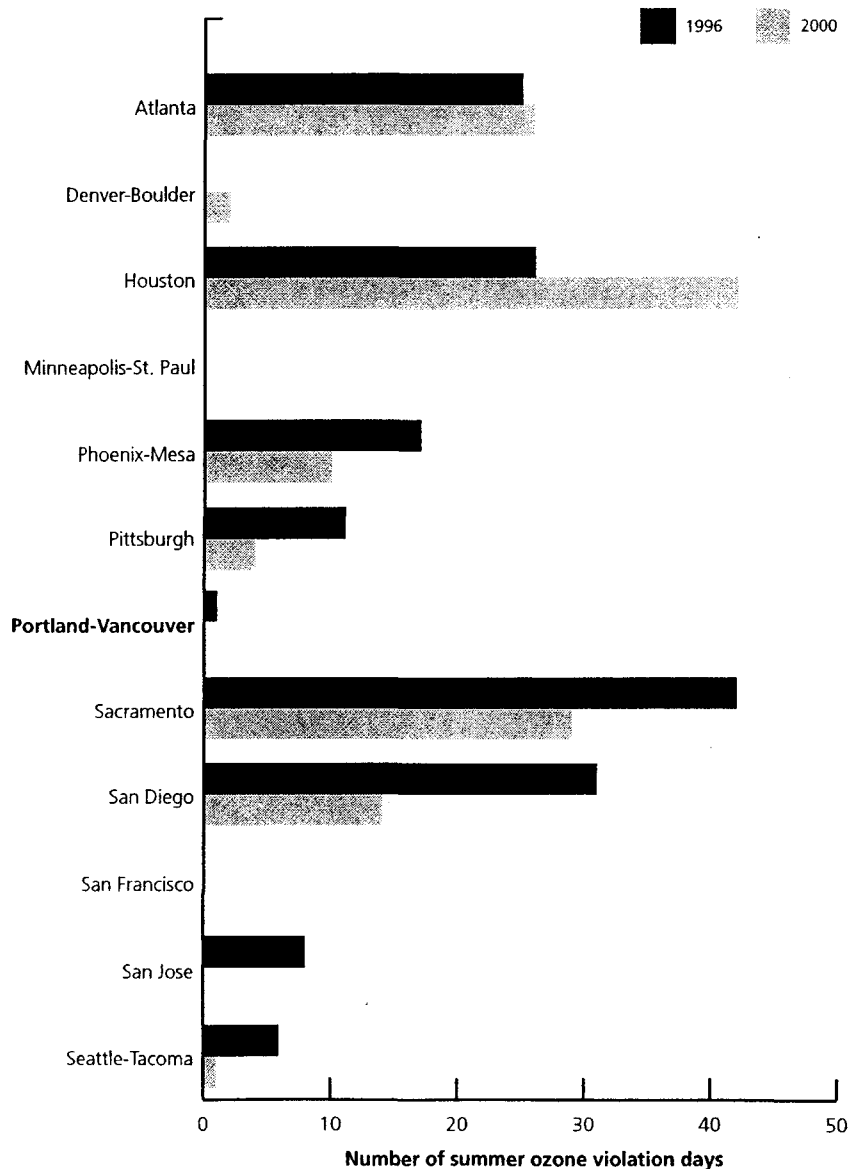
In 1997, the metro area was granted compliance status with the Federal Clean Air Act Amendments of 1990 for both winter carbon monoxide and summer low-level ozone. Failing to meet clean air standards can result in significant health problems for children, the elderly and those with breathing difficulties. Since 1997, the carbon monoxide standard has not been exceeded. The ozone standard was exceeded three times in 1998 due to high temperatures and lack of controls on marine re-fueling stations. However, the ozone exceedence did not trigger a violation of the Clean Air Act. The standard has not been exceeded since.

A comparison of Portland metro area air quality with other metropolitan regions around the US since adoption of the 2040 Growth Concept shows that, in general, the region has improved its air quality and, as noted, complies with the Clean Air Act standards for carbon monoxide and ozone. The table at the right shows ozone violations of the Clean Air Act. The cause of a violation is caused by a combination of heat, vehicle miles of travel, and local wind and topography. The cities are shown merely to provide a perspective on how vastly air quality varies due to these conditions. The Portland metro area's lower vehicle miles of travel and "Clean Air Action Days" have helped reduce the number of violation occurrences, despite warm summers.

Air quality: number of days exceeding standard

Year	Carbon Monoxide	Ozone
1996	0	1
1997	0	0
1998	0	3
1999	0	0
2000	0	0
2001	0	0

Air quality: comparison of metropolitan regions: summer days ozone violation of the Clean Air Act

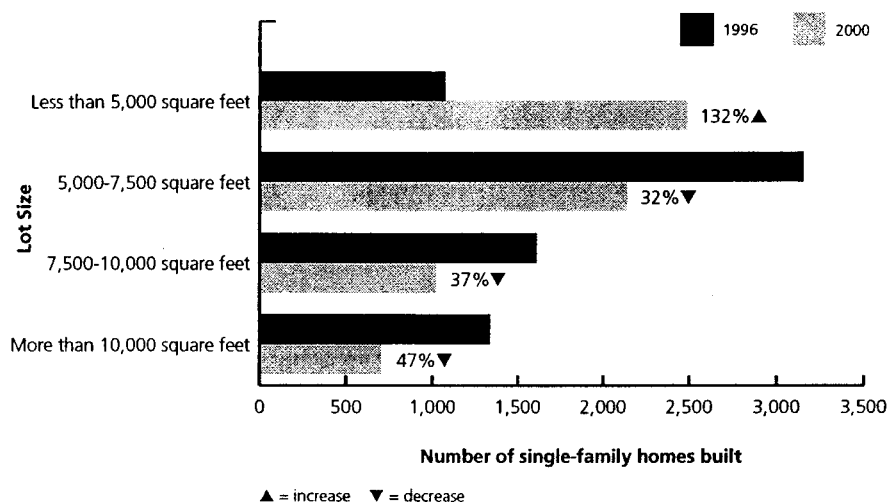




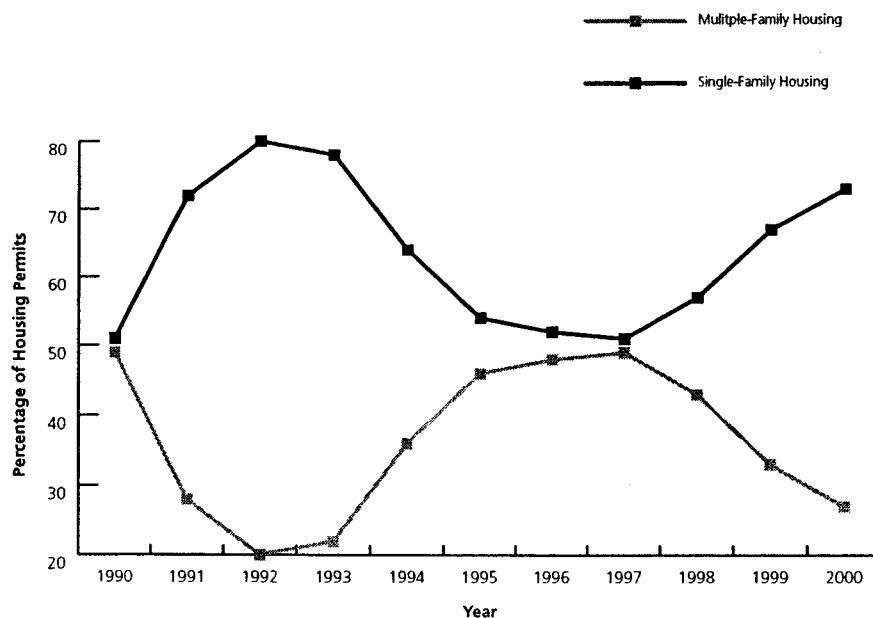
## Ensuring diverse housing options



Between 1996 and 2000, most new single-family dwellings in the UGB were built on new lots between 5,000 and 7,500 square feet in size. Development on lots larger than 5,000 square feet decreased during the same period.



Metro and local government efforts (after 1996) to provide the opportunity for a greater mix of housing options in the region has not altered the cyclical and market-driven relationship between single-family and multi-family housing. The data shows that single-family residential permits have remained robust and outpaced multi-family permits, in some years by more than 2 to 1.



\* Note: The Metro Council adopted the Functional Plan in 1996.

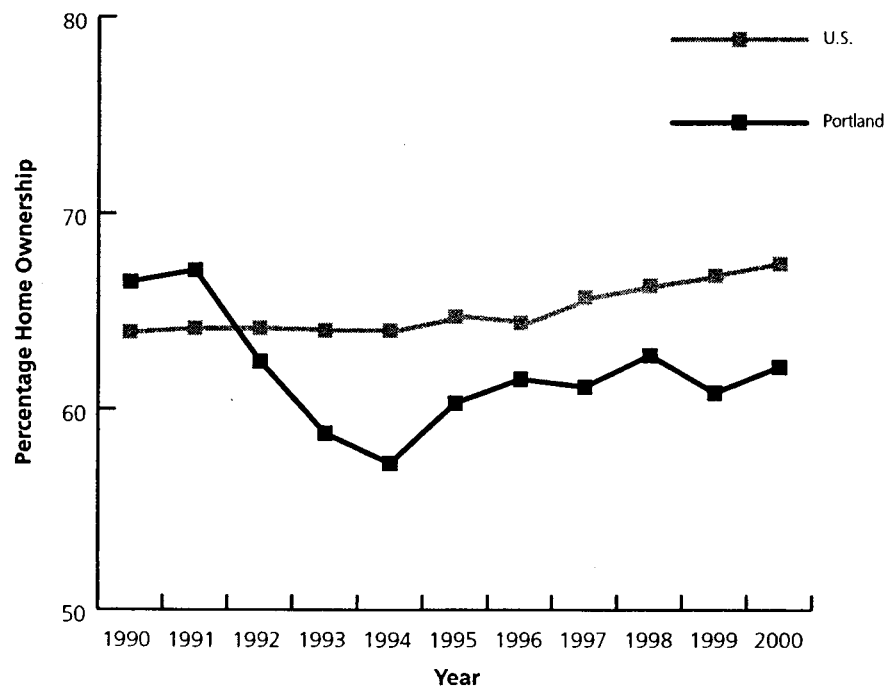


Median family income grew faster in the Portland metropolitan area than the national average from 1990 to 2000. The average household in the area can still afford to purchase a home for more than the median selling price, but affordability is shrinking.

Income, Price, Affordability	1990	2000	Percent Change
Median family income (Portland)	\$ 37,100	\$ 55,900	51%
Median family income (U.S.)	35,700	52,500	47%
Median selling price of a home (Portland)	79,700	166,000	108%
Median selling price of a home (U.S.)	92,000	139,000	51%
House price affordable to median income family (Portland)	129,000	187,000	45%
Median selling price of homes (Portland)	178,300	208,000	17%
<b>Affordability Surplus (Portland)</b>	<b>49,300</b>	<b>21,000</b>	<b>-57%</b>

*\* Affordability surplus is the difference between the price of a home that a household earning median family income could afford and the median selling price of homes in the region in that year.*

The homeownership rate in the Portland metropolitan area exceeded the national average in 1990 but dipped below the national average in 2000.





## Creating vibrant places to live and work

Approximately 28,555 acres of parks and greenspaces and 107 miles of completed regional trails are available to residents of the region. There are approximately 24 acres of parks and greenspaces available for every thousand persons in the metro region.

Approximately 22,021 acres of additional natural areas and greenspaces are in public ownership but have not yet been improved and opened for use by the residents of the region.

The city of Portland has an average amount of parkland per 1,000 residents when compared nationally to other metropolitan areas.

About 64 percent of the region's residents living inside the Metro UGB are within walking distance (¼ mile) of public parks, greenspaces or regional trails.



Jurisdiction	Population	Total Acres	Park acres per 1000 people
Austin	596,769	22,699	38.0
Phoenix	1,159,014	33,855	29.2
San Diego	1,218,700	32,650	26.8
Dallas	1,006,877	22,756	22.6
<b>Portland</b>	<b>503,000</b>	<b>9,594</b>	<b>19.1</b>
Houston	1,822,989	20,538	11.3
Oakland	386,086	2,908	7.5
Sacramento	376,243	2,693	7.2
San Antonio	1,115,600	7,390	6.6
Long Beach	421,904	1,942	4.6
Los Angeles	3,553,638	15,574	4.4
Clark Co. (Las Vegas)	1,314,924	5,304	4.0

Source: *The Oregonian* Oct. 28, 1998



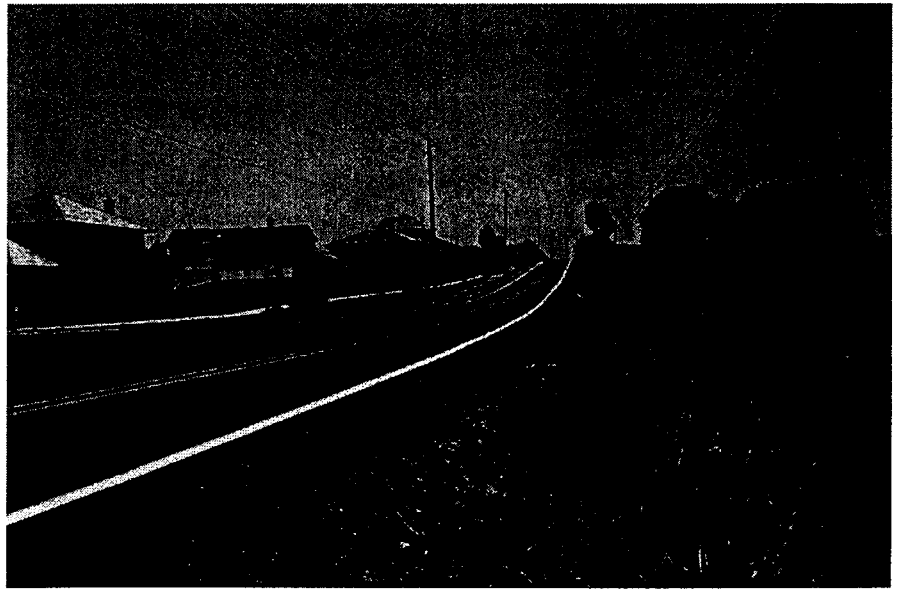


## Maintaining separation between the metro region and neighboring cities

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Development has not occurred in the designated corridors separating the metro area and its neighboring cities.

The cities of Canby and Sandy, Clackamas County and Metro are honoring the intergovernmental agreements that designated areas where the parties will not expand their urban growth boundaries into and the transportation corridors that the parties will impose limits on non-rural uses.







## Basic Statistics of the Metro Region

### Jurisdictions within the Metro boundary

Cities	24
Counties (Clackamas, Multnomah, Washington)	3
Special service and school districts	130

### Land Area (2001 Metro data)

Metro urban growth boundary <sup>1</sup>	368.6 square miles
	235,904 acres
	954.67 square kilometers

### Population (2000 Census data)

Metro urban growth boundary	1,281,470
Metro Boundary	1,305,574
Three county area (Clackamas, Multnomah, Washington)	1,444,219
Four county areas (Clark, Clackamas, Multnomah, Washington)	1,789,457
Clackamas County in metro area	236,349
Multnomah County in metro area	654,202
Washington County in metro area	415,023

### Households (2000 Census data)

Clackamas County total	128,201
Average household size <sup>2</sup>	2.62
Average family size <sup>3</sup>	3.07
Multnomah County total	272,098
Average household size	2.37
Average family size	3.03
Washington County total	169,162
Average household size	2.61
Average family size	3.14

### Housing Units (2000 Census data)

Clackamas County	136,954
Multnomah County	288,561
Washington County	178,913

### Median Family Income (2001 HUD Data)

Metro region	\$52,500
--------------	----------

### Per Capita Income (1999 Bureau of Economic Analysis data – Federal Department of Commerce)

Clackamas County	\$32,237
Multnomah County	\$32,095
Washington County	\$31,537
Oregon total	\$26,958
Portland/Vancouver (PMSA)	\$30,672

### Vehicles registered (2000 Oregon Department of Motor Vehicle data)

Clackamas County	354,035
Multnomah County	641,426
Washington County	393,099

### Transportation

Daily bus boarding rides (2000 TriMet Data)	206,200
Daily bus originating rides ( " )	158,000
Daily MAX boarding rides ( " )	68,300
Daily MAX originating rides ( " )	61,000

Daily vehicles miles of travel per capita for Portland side of the metro area (in miles traveled daily per person) (2000 ODOT data)

20.0

### Miles of Bike Lanes (2002 Metro data)

512

### Regional Facilities (2000 Metro and MERC Data)

#### Annual Attendance

Expo Center	602,600
Oregon Convention Center	580,835
Portland Center for the Performing Arts	946,770
Oregon Zoo	1,328,761

<sup>1</sup> As of Dec. 12, 2002, the Metro Council expanded the UGB by 18,638 acres and referred this to the state Land Conservation and Development Commission for acknowledgment.

<sup>2</sup> Average household size is calculated by dividing the persons in all households by the number of occupied households in the region. Persons in the occupied households may not be related.

<sup>3</sup> Average family size is calculated by dividing the persons in all families by the number of families in the region. Persons in the family are related by marriage, birth and adoption.



## Acknowledgements

### Project Oversight and Support

#### *Metro Technical Advisory Committee*

Wink Brooks, City of Hillsboro  
Ron Bunch, City of Gresham  
Bob Clay, City of Portland  
Hal Bergsma, City of Beaverton  
Meg Fernekees, Oregon Department of Land Conservation  
Mary Kyle, McCurdy, 1000 Friends of Oregon  
Mike Houck, Portland Audubon Society

#### *Transportation Policy Alternatives Committee*

Steve Dotterrer, City of Portland (former committee member)  
Susie Lahsene, Port of Portland  
Annette Liebe, Oregon Department of Environmental  
Quality  
Lynn Peterson, Tri-Met (former committee member)  
Bill Stewart, Willamette Traffic Bureau

#### *Ad Hoc Peer Review Group*

Steve Dotterrer, former Transportation Policy Advisory  
Committee member  
Mark Knudsen, former Metro Policy Advisory Committee  
member  
Douglas McClain, Metro Technical Advisory Committee  
member  
Jim Zehren, former Metro Policy Advisory Committee  
member

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Sherry Oeser, Manager

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Scott Weddle, Assistant Regional Planner

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Dennis Yee, Program Supervisor, Senior Economist

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Scott Klag, Senior Solid Waste Planner

#### *Planning and Education, Regional Parks and Greenspaces Department*

Heather Nelson Kent, Planning and Education Manager

#### *Open Spaces Acquisition, Regional Parks and Greenspaces Department*

Linnea Nelson, Program Assistant II

#### *Metro Council*

Michael Morrissey, Senior Council Analyst

#### *Executive Office*

Nancy Goss Duran, Executive Analyst  
Janice Larson, Communications Division Manager  
Pete Sandrock, Chief Operating Officer  
Cathy Thomas, Senior Public Affairs Specialist

BEFORE METRO COUNCIL

ENDORISING A MULTI-YEAR	)	RESOLUTION NO. 03-3290
COMMITMENT OF METROPOLITAN	)	
TRANSPORTATION IMPROVEMENT	)	Introduced by Councilor Rod Park
PROGRAM FUNDS FOR A REGIONAL	)	
FUNDING PLAN	)	

WHEREAS, the Metro Council adopted Resolution 99-2442 on January 23, 1997 that committed \$55 million of Regional Surface Transportation Program (STP) funds to the South/North Light Rail Project during the period of FY 1999-2009; and

WHEREAS, the Metro Council adopted Resolution 99-2804A on June 24, 1999 that increased the commitment of STP funds by \$12.5 million during the period of FY 2005-2010 and endorsed using the multi-year commitment of funds for a "North LRT/South Corridor Financing Strategy;" and

WHEREAS, Congress is considering reauthorization of the Transportation Equity Act of the 21<sup>st</sup> Century (TEA-21) during 2003; and

WHEREAS, reliable local funding commitments for priority projects enhance the region's ability to advance its transportation agenda through the reauthorization bill; and

WHEREAS, the South Corridor Policy Advisory Group has released a two-phase locally preferred alternative recommendation for the South Corridor premised on local funding for the I-205 LRT Project coming from contributions of federal, state, regional and local funds by affected local and regional governments and local funding for the Milwaukie LRT Project coming from a regional bond measure; and

WHEREAS, the South Corridor, Commuter Rail and North Macadam projects support 2040 Growth Concept objectives for the Central City and for Regional and Town Centers and have been designated as regional reauthorization priorities, among others; and

WHEREAS, funding deficiencies affecting the South Corridor, Commuter Rail and North Macadam projects can be resolved by establishing an integrated regional funding plan for these projects; and

WHEREAS, the integrated regional funding plan requires extending and expanding the existing multi-year commitment of MTIP funds; and

WHEREAS, JPACT recommends the attached amendment to the multi-year commitment of MTIP funds and associated *Regional Funding Strategy*; now, therefore,

BE IT RESOLVED that the Metro Council:

1. Endorses the *Regional Funding Strategy for the South Corridor, Commuter Rail, and North Macadam Projects* shown in Exhibit A.
2. Amends the Metropolitan Transportation Improvement Program to reflect the supplemental multi-year commitment of regional federal formula funds as described in the *Regional Funding Strategy*.

ADOPTED by the Metro Council on this \_\_\_\_ day of March, 2003.

\_\_\_\_\_  
David Bragdon, Council President

Approved as to Form:

\_\_\_\_\_  
Daniel B. Cooper, General Counsel

## Exhibit "A"

### Regional Funding Plan for South Corridor, Commuter Rail and North Macadam Projects

1. Metro hereby supplements the multi-year commitment of MTIP funds set forth in Resolution No. 99-2804A as follows:

	<u>Allocation of MTIP Funds under Resolution No. 99- 2804A</u>	<u>Supplemental Commitment of MTIP Funds to Regional Funding Plan</u>	<u>Total Multi-Year Commitment of MTIP Funds</u>
FY '99	\$1,500,000		\$1,500,000
FY '00	\$6,000,000		\$6,000,000
FY '01	\$6,000,000		\$6,000,000
FY '02	\$6,000,000		\$6,000,000
FY '03	\$6,000,000		\$6,000,000
FY '04	\$6,000,000		\$6,000,000
FY '05	\$6,000,000		\$6,000,000
FY '06	\$6,000,000	\$2,000,000	\$8,000,000
FY '07	\$6,000,000	\$2,000,000	\$8,000,000
FY '08	\$6,000,000	\$2,000,000	\$8,000,000
FY '09	\$6,000,000	\$2,000,000	\$8,000,000
FY '10	\$6,000,000	\$2,000,000	\$8,000,000
FY '11		\$8,000,000	\$8,000,000
FY '12		\$8,000,000	\$8,000,000
FY '13		\$8,000,000	\$8,000,000
FY '14		\$8,000,000	\$8,000,000
FY '15		\$8,000,000	\$8,000,000
TOTAL	\$67,500,000	\$50,000,000	\$117,500,000

2. This funding commitment will generally be fulfilled through programming of Surface Transportation Program (STP) funds. However, on an annual basis, Metro may determine that it is more advantageous to obligate Congestion Mitigation/Air Quality (CMAQ) funds.
3. From the funds committed under Resolution No. 99-2804A, \$1.5 million has been expended, as required by Resolution No. 99-28004A, on South Corridor environmental and engineering studies, and \$40 million, net of debt service, on Interstate MAX.

From the remaining funds under Resolution 99-2804A, \$24 million, net of debt service, will be provided to construct the Phase 1 locally preferred alternative for the South Corridor Project.

4. The *Supplemental Commitment of MTIP Funds* shown in paragraph 1 is committed to meet funding needs, either directly or through a revenue bonding strategy, as follows:

- A. Phase 1 South Corridor Project: \$15 million, net of debt service, will be provided from the supplemental commitment of MTIP funds (making a total of \$39 million available to the Project from the entire multi-year commitment) to construct Phase 1 of the South Corridor Project. These funds will be provided in accordance with the funding plan set forth in the Final Environmental Impact Statement (FEIS) for the Project, as may be revised in the Project's Full Funding Grant Agreement.

To achieve at least a 40% local share of capital cost, additional local funding will come from Clackamas County, City of Portland, TriMet, and state and regional sources in accordance with a detailed funding plan to be set forth in the FEIS. The region will seek up to a 60% federal funding share through FTA's New Starts program or other federal funding. Local funding for the Phase 2 South Corridor Project is anticipated to come from a future regional bond.

If the City of Portland does not commit sufficient funds to incorporate a Mall LRT alignment in the South Corridor Project, the \$10 million of MTIP funds (or bond proceeds supported by MTIP funds) intended for the North Macadam Project will instead be provided to the South Corridor Project (making the total direct/bond contribution from MTIP funds \$49 million). If these additional funds were provided to the South Corridor Project after FY 2006, the associated debt service costs would be less than anticipated for the North Macadam Project. Under this scenario, the savings in debt service would accrue to the South Corridor Project, increasing the MTIP contribution to the Project.

Final commitment of these MTIP funds is subject to commitment of the other funding sources.

- B. Commuter Rail: \$10 million, net of debt service, will be provided to the Commuter Rail Project in accordance with the funding plan set forth in the *Definitive Agreement* between Washington County and TriMet, as may be revised in the project's Full Funding Grant Agreement. The County will provide sufficient County and State funds to achieve a 50% local share of total capital cost. The region will seek a 50% federal funding share through FTA's New Starts program or other federal funding.
- C. North Macadam Project: Conditioned on the City of Portland committing sufficient funds to the South Corridor Project to incorporate a mall light rail alignment, \$10 million of MTIP funds, net of debt service, will be provided in FY 2006 for infrastructure improvements serving the North Macadam District. These infrastructure improvements are identified in the Portland Transportation System Plan and the Metro Regional Transportation Plan and include the streetcar extension, the tram to OHSU, bike/pedestrian and street improvements. If this condition is not met, these MTIP funds (or bond proceeds supported by these

MTIP funds) will be applied instead to the South Corridor Project as discussed in paragraph A, above.

The City will provide the remaining \$50 million needed to complete the funding package for the private/OHSU development proposal in the North Macadam District from City, PDC, OHSU, and private sources. If the federal reauthorization act includes a "*Small Starts*" or "*Streetcar Starts*" program, the region may seek federal funds from such a program for the Streetcar connection to and through the North Macadam District.

Final commitment of these MTIP funds is subject to commitment of the other funding sources.





## STAFF REPORT

### CONSIDERATION OF RESOLUTION NO 03-3290 FOR THE PURPOSE OF ENDORSING A MULTI-YEAR COMMITMENT OF METROPOLITAN TRANSPORTATION IMPROVEMENT PROGRAM FUNDS FOR A REGIONAL FUNDING PLAN

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Date: February 24, 2003

Presented by: Andy Cotugno

## PROPOSED ACTION

This resolution would commit an additional \$50 million of regional formula federal funds (i.e. STP and CMAQ funds) during the FY 2006 through FY 2015 period to an existing multi-year commitment of funds for regional transportation priorities. These added funds would be used to provide, net of debt service, \$15 million to the South Corridor Project, \$10 million to the Commuter Rail Project and \$10 million to the North Macadam Project, all in accordance with the finance plans for these projects.

The \$10 million commitment to the North Macadam is subject to the City of Portland committing sufficient local match for a Mall LRT alignment; otherwise, these funds will be allocated to the South Corridor Project (making a total contribution to the South Corridor Project of \$25 million, net of debt service, from the added funds).

## FACTUAL BACKGROUND AND ANALYSIS

On January 23, 1997, the Metro Council adopted Resolution 99-2442 committing \$55 million of Regional Surface Transportation Program (STP) funds to the South/North Light Rail Project during the period of FY 1999-2009. On June 24, 1999, the Metro Council adopted Resolution 99-2804A increasing the commitment of STP funds by \$12.5 million during the period of FY 2005-2010 and endorsing the *North LRT/South Corridor Financing Strategy* as the blueprint for expending these funds. Based on these resolutions, \$1.5 million was spent on South Corridor environmental and engineering studies and \$40 million, net of debt service, was spent on Interstate MAX construction. From the remaining funds, \$24 million, net of debt service, is available to construct the South Corridor Project.

In February 2003, the South Corridor Policy Advisory Group recommended a two-phase locally preferred strategy. The Policy Advisory Group recommended the I-205 LRT Project as the locally preferred alternative for Phase 1, and proposed to incorporate a mall LRT alignment in the I-205 LRT Project. The Policy Advisory Group recommended the Milwaukie LRT Project for Phase 2. In addition, the Policy Group recommended implementation of the Southgate Transit Center (in Milwaukie) as part of Phase I. These recommendations were premised on local funding for the I-205 LRT Project coming from contributions of federal, state, regional and local funding sources by affected local and regional governments and local funding for the Milwaukie LRT Project coming from a regional bond measure.

Also in February 2003, JPACT and the Metro Council endorsed a regional position regarding the federal FY 2004 Appropriations Bill and reauthorization of the Transportation Equity Act of the 21<sup>st</sup> Century (TEA-21). The region established the South Corridor Project, Commuter Rail Project, and North Macadam Project as regional priorities, among others. Experience has shown that the region's ability to advance its transportation appropriation and reauthorization agenda is enhanced by demonstrating reliable funding plans for requested projects, including local funding commitments. Currently, the South Corridor, Commuter Rail and North Macadam projects currently have local funding gaps that have been difficult to resolve because their funding plans are particularly intertwined.

Consequently, in February TPAC proposed and JPACT requested that Metro staff work with the affected parties to identify a plan for these projects that (a) reduces their funding gaps through an expanded multi-year commitment of MTIP funds and (b) coordinates the individual funding plans into an integrated funding plan. The *Regional Funding Plan* set forth in Resolution No. 03-3290 is the result of that effort.

The *Regional Funding Plan* supplements the multi-year commitment made in Resolution No. 99-2804A with a \$50 million additional commitment of MTIP funds. These supplemental MTIP funds would be used directly or in a revenue-bonding strategy to provide, net of debt service, \$15 million to the South Corridor Project, \$10 million to the Commuter Rail Project and \$10 million to the North Macadam Project, all in accordance with the finance plans for these projects. It is recommended that if the Commuter Rail project is funded with greater than 50% New Start funding, that the savings be returned to the MTIP for future allocation.

The allocation of these MTIP funds to the North Macadam Project is conditioned on the City's commitment of sufficient funds to incorporate mall light rail alignment in the South Corridor Project. It is necessary for the City of Portland to finalize the funding plans for the North Macadam area and LRT on the transit mall together because of the numerous overlapping funding sources. If this condition that the City of Portland commit funds toward LRT on the transit mall is not met, the \$10 million of MTIP funds intended for the North Macadam Project will be applied instead to the South Corridor Project. The allocation of these MTIP funds to the I-205 LRT project is subject to final local funding commitments from the other governmental entities. This funding allocation to the Commuter Rail project is subject to securing a 50% federal "New Starts" funding commitment for the project (other local sources are already committed).

## MEETING NOTES FOR MARCH 13<sup>TH</sup> JPACT MTG

Jim:

The major item of import on this agenda is item # 7: Resolution No 03-3290  
MTIP Allocation for Regional funding Strategy.

This is the strategy by which the region supports continuing the "skim" off the top of the regional allocation for federal STP funds of \$6 million a year until '05, and \$8 million a year until '15; bonding that dollar amount to achieve a \$35 million pot of money to be allocated in the following manner:

\$15 million to the South Corridor Project  
\$10 million to the North Macadam Project  
\$10 million to the Commuter Rail Project

Jim when the floor discussion for this question is called you may want to clarify our position [the City will not come back and seek other MTIP funding for North Macadam as a result of gaining this \$10 million commitment. However, everyone should understand that it does not limit us from seeking other federal funding sources for improvements in North Macadam including other federal sources; ie OHSU may find \$\$\$ for some transportation improvements from a non transportation federal funding source]

All other agenda items:  
No problems.

LW will attend.

Rod - Jim & Roy R. support the  
MTIP Resolution w/ the above  
clarification

minutes

Fred - Commuter Rail  
may go after other  
fed. \$ which JPACT  
agrees counts toward  
their 50% share not MTIP

Laruel - N. Mac. may go after  
other non-transp. fed \$



METRO

## Transportation Priorities 2004-07 Updated Schedule

<b>February 18</b>	Metropolitan Transportation Improvement Program (MTIP) overview at Metro Council Informal
<b>March 6</b>	Technical ranking review at MTIP Subcommittee
<b>March 13</b>	Technical ranking review at MTIP Subcommittee
<b>March 14</b>	TPAC review of technical rankings
<b>March 28</b>	TPAC review of 150% list recommendation
<b>April 8</b>	Council Informal briefing on 150% list recommendation
<b>April 9</b>	Metro Policy Advisory Committee (MPAC) overview of MTIP technical evaluation and 150% list recommendation
<b>April 10</b>	Joint Policy Advisory Committee on Transportation (JPACT) review of technical rankings and 150% list
<b>April 10</b>	Council-approved 150% list released and 30-day public comment period begins
<b>April 14-21</b>	Public listening posts – <b>All events begin at 5 pm</b>
<b>April 14</b>	Metro Council Chamber and Annex 600 NE Grand Avenue Portland
<b>April 15</b>	Beaverton Service Center, Rooms A136 and A138 12500 SW Allen Blvd. (at Hall Blvd) Beaverton
<b>April 21</b>	Pioneer Community Center 615 Fifth Street (enter on Washington St. side) Oregon City
<b>April 23</b>	MPAC comments on MTIP 150% list submitted to JPACT and the Council
<b>May 16</b>	30-day public comment period on 150% list ends

<b>May 20</b>	Council Informal on Metro priorities for draft Transportation Priorities list
<b>June 12</b>	JPACT tentative action on final Transportation Priorities program, pending air quality analysis
<b>June 19</b>	Council tentative action on final Transportation Priorities program, pending air quality analysis
<b>June/July</b>	Air quality conformity determination conducted for final Transportation Priorities program
<b>July 2003</b>	30-day public comment period on air quality conformity analysis begins
<b>August 2003</b>	JPACT and Metro Council action on air quality conformity and adoption of Transportation Priorities 2004-07 program
<b>October 2003</b>	Priorities 2004-07 document published; obligation of fiscal year 2004 funding begins

## **Public comment opportunities on funding transportation projects**

Public comments will be taken this spring on transportation project funding through Transportation Priorities 2004-07, Investing in the 2040 Growth Concept. The 30-day comment period will begin April 10 and end May 16, 2003. Three informal listening posts will be held around the region in April to take public comments.

Approximately \$41 million in regional flexible funds is available for new transportation projects to be built in 2006 and 2007. Projects were submitted in December. The ranked 150 percent list contains more projects than available funding, so public comments are requested to help narrow the selections. Projects include improvements to roads, highways and bridges; bike and pedestrian projects; increased transit and freight access, transit oriented development and transportation demand management projects.

The informal public comment meetings will be held as follows:

Monday, April 14      5 p.m.  
Metro Council Chamber and Annex  
600 NE Grand Avenue  
Portland  
TriMet bus # 6 and MAX

Tuesday, April 15      5 p.m.  
Beaverton Service Center  
Rooms A136 and A138  
12500 SW Allen Blvd at Hall  
Beaverton  
TriMet bus #76,78 and 88

Monday, April 21      5 p.m.  
Pioneer Community Center  
615 Fifth Street  
(enter on Washington Street side)  
Oregon City  
TriMet bus #33

Other ways to make comments include the following:

Phone: (503) 797-1900 option 3

Fax: (503) 797-1929

E-mail: [trans@metro.dst.or.us](mailto:trans@metro.dst.or.us)

Mail: Metro Planning Department  
600 NE Grand Avenue  
Portland, OR 97232

For more information about the proposed transportation projects, visit [www.metro-region.org](http://www.metro-region.org) or call Metro at (503) 797-1839.